

CANADA/MANITOBA APPRENTICESHIP TRAINING STUDY

Canada

Manitoba 

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APPRENTICESHIP TRAINING STUDY**

JUNE 30, 1987

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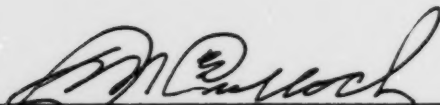
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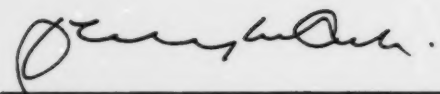
Mr. Gaetan Lussier
Deputy Minister
Employment and Immigration Canada
Ottawa

Mr. Lussier:

We have the pleasure to submit a copy of the Canada/Manitoba Apprenticeship Training Report.

Respectfully submitted,


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ACKNOWLEDGEMENT

The Canada/Manitoba Apprenticeship Training Steering Committee would like to thank the employers' associations, the employees' associations and women in apprenticeship, who participated in the public forums.

We appreciate the time and effort spent by the people who responded to our survey and those who took the time to prepare written submissions.

A special thank you to Brent Hillier of the Construction Labour Relations Association for the extra work done to supply us with cost information.

We would also like to express our gratitude to those employers who supplied the information on costs as this was quite a difficult and time-consuming task.

EXECUTIVE SUMMARY

BACKGROUND

Pursuant to the Canada/Manitoba Training Agreement signed in March 1987, Canada and the Province agreed to cooperate in a study on apprenticeship training, and to provide recommendations by June 30, 1987. The study is to be used, together with other information, for determining the level of Canada's financial support of apprenticeship training in 1988-89 and beyond.

In addition to assessing the overall effectiveness of apprenticeship training in Manitoba, the main objectives of the study were to investigate:

- (1) the costs of training and the sharing of the costs among employers, apprentices and the two levels of government;
- (2) the relationship between apprenticeship training and the Canadian Jobs Strategy; and,
- (3) barriers which may prevent the fair participation of women, natives, disabled persons and visible minorities in apprenticeship training.

A federal/provincial steering committee was organized to provide direction and guidance on the conduct of the study. The committee consisted of representatives from the Manitoba Regional Office of Employment and Immigration Canada, and the Manitoba Departments of Labour, Education, and Employment Services and Economic Security.

The findings and conclusions contained in the report are based largely on information provided by employers, unions, journeypersons, trade advisory committee members and others associated with apprenticeship training. Public forums were also held to obtain feedback from employers' associations, unions and women's groups. The steering committee received a number of written briefs outlining issues and proposed action.

APPRENTICESHIP TRAINING IN MANITOBA

Manitoba currently has 34 designated trades under the Apprenticeship and Trades Qualification Act of which 28 have an in-school training component. As of December 30, 1986, there were 3,338 active apprentices. For 1986, 481 apprentices received certification in their trade.

The majority of the 77,000 days of in-school training currently being provided to apprentices are delivered by Manitoba's three community colleges. About 10% of this total is taught at other public institutions or by arrangement with training institutions in other provinces.

EFFECTIVENESS OF APPRENTICESHIP TRAINING

As a result of the Apprenticeship Study, it can be concluded that apprenticeship training is an effective method of providing the labour market with highly trained and skilled workers. It builds upon a sensible system of interspersing periods of institutional training with periods of job-based training and practical work experience. The Apprenticeship Program ensures a capacity for worker mobility which is further refined through the Red Seal Program's establishment of nationally applicable standards of skill acquisition.

A strong, cooperative productive link exists between governments and the private sector in mounting training programs responsive to needs. The program is largely in step with real labour market needs as evidenced by the employment levels of apprentices. It shares a difficulty with many training approaches in being unable to respond to rapid economic upswings which create an "overnight" demand for tradespersons. The length of apprenticeship training is particularly problematic in addressing the problems of sharp increases or decreases in demand.

Apprenticeship provides skilled tradespersons who:

- are able to move to where their skills are in highest demand;
- have skills which are recognized across Canada (for the Red Seal trades);

- may move among regions to support regional economic development activities; and,
- have the skills necessary to support a strong and competitive national economy.

The majority of apprentices work in and are trained by the private sector. Upon completion of their training, they are likely to continue on with the same private sector firm (63% after one year) upon certification.

Many apprenticeship trainees are youth, who look to this employer-based education program as a viable option to the traditional modes of post-secondary education in either a university or community college. Apprenticeship training is an important vehicle to allow youth who do not wish to attend traditional post-secondary training the opportunity to simultaneously work and train for quality jobs.

Survey results have indicated the program has been effective in preparing highly skilled tradespersons. All respondent groups indicated a generally high level of satisfaction with the program (approximately 90% effective and very effective). However, a number of respondents to the survey indicated that more upgrading courses were needed to meet the challenge of new technologies in various trades.

Labour force participation of journeypersons one year after certification was high (98.6%); the unemployment rate of journeypersons (4.8%) is below the average for the labour force.

Manitoba's apprenticeship system trains highly skilled labour, with skills easily portable to allow them to move within the province to find jobs. Also, as economies grow stronger either to the west or the east, trained journeypersons are able to easily move to other provinces to support local regional development activities.

When journeypersons, mainly those in Red Seal Trades, move from the employer and province in which they were trained to support the economies of other regions, the investment made by a training employer is not fully realized. In particular, this places a significant burden on the many small employers who train for the

Apprenticeship Program. These employers, who take responsibility for the costs of on-the-job training, critically require continuing support for the in-school portion of apprenticeship training.

The study, based on research and the views of a broad cross-section of persons and groups with a stake in apprenticeship training, points to a need to continue support for the program. No doubt fine tuning can make what is now a fundamentally sound training approach even better. However, this should be done judiciously to build upon strong training features and to strive for improvement.

INVESTMENT IN APPRENTICESHIP TRAINING

Based on survey responses from employers, the aggregate identified investment by all parties in the training of an apprentice is about \$20,000 per year. On this basis, the annual investment in apprenticeship training in Manitoba would total about \$66 million in fiscal year 1986/87.

The investment in apprenticeship training by each of the four participants is summarized as follows:

SUMMARY OF INVESTMENT IN APPRENTICESHIP TRAINING (1986/87)

	<u>TOTAL INVESTMENT</u>		<u>INVESTMENT PER APPRENTICE</u>
Public Sector:			
Federal Government	\$ 7,742,394	11.8%	\$ 2,943
Net Provincial Government	1,725,300	2.6%	541
Private Sector:			
The Apprentice	4,000,000	6.1%	1,250
The Employer	<u>52,080,000</u>	<u>79.5%</u>	<u>16,406</u>
Total Cost	<u>\$65,547,694</u>	<u>100.0%</u>	<u>\$20,484</u>

The bulk of the investment in training (86%) is borne by the private sector (i.e. the employer and the apprentice), with the two levels of government combining to provide 14% of the total investment.

The employer contributes the largest share, supporting about 80% of the total, with the federal government second at about 12%, followed by the apprentice with a 6% share and the Manitoba Government at about 3%. Costs to the two levels of government are relatively low, in relation to the total investment in training by all participants.

The federal government has, over a number of years, supported the classroom portion of the training of apprentices. The Manitoba community colleges deliver the training and the province is reimbursed the costs of institutional (training through direct payment by Canada), which are calculated to closely reflect the actual cost of training and include a contribution to provincial administrative costs for apprenticeship training.

In the public forums and from written submissions, both employers' associations and unions indicated that apprenticeship training has been effective in producing highly skilled workers. In general, they have recommended that the present funding arrangements should continue to operate in the future.

RELATIONSHIP OF APPRENTICESHIP TRAINING TO THE CANADIAN JOBS STRATEGY

The Apprenticeship Training Program is supportive of, and consistent with the general objectives of the Canadian Jobs Strategy. Apprenticeship combines on-the-job and institutional training and is responsive to the labour market's need for skilled workers.

If apprenticeship training were to be funded entirely under the Canadian Jobs Strategy, significant numbers of currently active apprentices may not meet the rules and eligibility requirements of present CJS program options. Changes to the existing Canadian Jobs Strategy program rules and criteria may be necessary if the present level of support for all apprentices is to continue.

EMPLOYMENT EQUITY

As evidenced by the study and public forums, Manitoba has taken a solid initiative in addressing employment equity issues and the low representation of target groups within apprenticeship training. These initiatives are particularly noteworthy with respect to increasing the participation of natives and women. Native participation increased to 29.6% of all active apprentices as a result of policies and efforts to train and employ natives in the Limestone Hydro project in Northern Manitoba. A commitment exists in both Canada and Manitoba to seriously attack the problems of achieving greater employment equity within apprenticeship training.

The survey pointed to some commonly perceived barriers for all four target groups. These were the lack of prior work experience, the ability to find a sponsoring employer and the attitudes of employers. These results give a clear indication that target group members must be provided with pre-trades and pre-employment courses, in addition to career counselling, which would have them prepared to enter into apprenticeship training.

For some disadvantaged individuals, formal education and language skills courses may be necessary to assist these people with integration into the workplace. Women need further assistance through a better day care system.

Several new initiatives for 1987-88 are being prepared. Under Limestone Training, the Women's Program has been designed to increase the number of women in apprenticeship training. Manitoba Labour and the community colleges are working cooperatively to develop initiatives that will encourage and assist women to enter into non-traditional occupations. Apprenticeship counsellors are assisting potential apprentices with job placement.

The policies of Manitoba Labour seek to provide role models for both target group members and employers by actively seeking qualified target group members to be appointed to trade advisory committees and the Apprenticeship Board, and employed as apprenticeship counsellors.

A comprehensive strategy involving all stake-holders in apprenticeship as well as target groups is needed. The strategy to increase target group participation should form the foundation of an operational plan which will identify specific actions to be taken and quantify results. This does not imply quotas on participation but does require specific programming and actions with expected results which can be evaluated to point out both successes and areas where new approaches must be developed and implemented. Meaningful results and improvements must be a part of any such plan of action. Portions of this plan may include a requirement to redirect or secure new resources and funding from governments in support of programming, to aid in overcoming barriers to access apprenticeship and to enable the individual success of specific target group members within apprenticeship training.

OUTLOOK FOR APPRENTICESHIP

For the purpose of this study, employers, instructors and recently certified journeypersons were questioned about their expectations regarding the balance between supply and demand for journeypersons and apprentices over the next five years. While many respondents expected a reasonable balance between supply and demand, a number did expect that some occupations could experience either excess demand or excess supply.

In terms of forecasts for the Manitoba economy over the next 10 years, provincial Gross Domestic Product is expected to grow at slightly above the national average and unemployment rates are likely to remain among the lowest in Canada. In respect to employment growth in apprenticeable occupations, significant changes in rates from the last five years are not expected to occur. The most important factor which will impact on occupational demand will be replacement demand as a result of the withdrawal of tradespersons from the labour force due to retirement, disability, death or other reasons. Replacement demand has been estimated between 8% to 10% of the current number of tradespersons over the 1986-91 period.

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CHAPTER 1

THE CANADA/MANITOBA APPRENTICESHIP TRAINING STUDY

CHAPTER 1

THE CANADA/MANITOBA APPRENTICESHIP TRAINING STUDY

1.0 INTRODUCTION

In September, 1985, at a meeting of Ministers and Deputy Ministers with Labour Market Responsibilities, concerns were raised about the future funding arrangements of the institutional support component of apprenticeship training. The discussion took place around concerns raised from an announcement by the federal government of limiting funding under the Canadian Jobs Strategy to those occupations declared in shortage. A decision was made to create a third party task force to examine these issues.

The Ad Hoc Provincial/Territorial Task Force on Apprenticeship responded to the federal government's concerns with respect to the apprenticeship program with the submission of a report to the Provincial/Territorial Deputy Ministers with Labour Market Responsibilities on November 6, 1985 outlining the process and content of proposed apprenticeship studies.

The Ad Hoc Provincial/Territorial Task Force issued a report outlining the following general recommendations on the content of the study:

- a) Uniformity of Standards
- b) Mobility
- c) Review of Costs to all Participants
- d) Evaluation of the Fit of Apprenticeship into the Canadian Jobs Strategy.

In January, 1986, the Deputy Minister and Chairperson, Employment and Immigration Canada forwarded a response outlining the federal position on the proposals which had been outlined by the inter-provincial steering committee. The federal government's recommendations on the proposed studies included:

- to decide on the appropriate sharing of apprenticeship program financing, and the relationship of the program to the Canadian Jobs Strategy;
- to assist the provinces and territories in identifying potential improvements to their apprenticeship programs;

- to develop an information base from the study results to be used by the federal government in arriving at a decision for future levels of federal funding;
- that the only funding provided by Employment and Immigration Canada for the study will be for a person to act as a study participant;
- the description of a common methodology and the identification of a core of common content which will be jointly defined by a federal/inter-provincial steering committee.

The Canada/Manitoba Apprenticeship Training Study began in June, 1986 with the establishment of the federal/provincial steering committee and drafting of the Terms of Reference.

Manitoba decided to initiate the Apprenticeship Training Study in spite of the lack of agreement on the Canada/Manitoba Training Agreement at that time. The province initiated the study as Manitoba Labour was already considering a review of apprenticeship training and was fairly certain the federal government would be requiring all provinces to conduct a review of apprenticeship programs.

While the Manitoba Apprenticeship Training Study covered a broad spectrum of issues including overall effectiveness of training, three main objectives of the study were to investigate:

1. The costs of training and the sharing of these costs among employers, apprentices and the two levels of government;
2. The relationship between apprenticeship training and the Canadian Jobs Strategy; and,
3. Barriers which may prevent the fair participation of women, natives, disabled persons and visible minorities in apprenticeship training.

These three study objectives were incorporated into the Canada/Manitoba Training Agreement which was signed March 30, 1987.

1.1 Study Committees

In the Canada/Manitoba Apprenticeship Training Study, there were two committees convened to conduct the research.

1.1.1 Composition and Role of the Steering Committee

In July, 1986, the study steering committee was established. The committee would be co-chaired by Manitoba Labour and Employment and Immigration Canada. Other provincial departments were appointed to participate: Manitoba Employment Services and Economic Security (as this department has been responsible for the negotiations of the Canada/Manitoba Training Agreement), and Manitoba Education (as the major institutional training delivery mechanism).

The federal/provincial steering committee was responsible for the overall overseeing of the study including approval of Terms of Reference, study methodology, review of data collection mechanisms, determination of time lines, review of report content and formulation of recommendations.

Representatives included:

Manitoba Labour:

- Jim Nykoluk (Co-Chair)
Director, Research and Planning
- George White (Alternate Co-Chair)
Director, Apprenticeship and Training
- Barry Warrack (Study Research Director)
Senior Research Analyst, Research and Planning
- Terry Masse (Committee Secretary)
Planning and Research Analyst

Manitoba Employment Services and Economic Security:

- Curtis Nordman (Member)
Director, Federal/Provincial Relations

Manitoba Education:

- Myrtle Nichols (Member)
Vice-President, Academic
Red River Community College

Employment and Immigration Canada:

- Dave McCulloch (Co-Chair)
Director of Programs
- Larry McMahon (Alternate Co-Chair)
Direct Purchase Training Consultant
- Harry Playle (Member)
Manager, Direct Purchase Training

1.1.2 Composition and Role of the Working Group

A Manitoba working group was also created with the primary responsibility for undertaking the study. These researchers were also responsible for consultation with the public and other groups to seek their input, advice and feedback.

The working group was also responsible for the design of data collection instruments, literature reviews, data analysis and report writing.

The working group reported to the federal/provincial steering committee as research progressed for guidance and feedback.

Membership of the working group included:

Manitoba Labour, Research and Planning:

- Barry Warrack, Senior Research Analyst
- Terry Masse, Planning and Research Analyst
- Lori Skinner, Research Assistant

Manitoba Employment Services and Economic Security, Research and Planning:

- Gordon Clarke, Senior Consultant
- Loris Loewen, Economist
- Earl McArthur, Economist

1.2 Study Methodology

1.2.1 Terms of Reference

The Terms of Reference for the study were developed in July, 1986 and were approved at the meeting of the federal/provincial steering committee in August, 1986.

In the terms of reference, the study focus outlined 10 issues that would be included in the study:

- Uniformity of Standards
- Mobility of Apprentices
- Labour Market Requirements
- Competency-Based Versus Time-Based
- Technological Change
- Effectiveness of Training
- Expansion of Training
- Funding of Training
- Relationship with the Canadian Jobs Strategy
- Employment Equity.

All topics have been included in this report. However as stated previously, major emphasis was given to the last three topics.

The terms of reference also outlined the composition of the committees and working group, as well as providing an overview of the study methodology.

In subsequent meetings of the working group, the study methodology was further defined with specific objectives and data collection methodologies for each topic. As approved by the steering committee, the study relied heavily on input from apprenticeship training program participants. The two mechanisms used to collect information were surveys and public forums.

1.2.2 Survey Methodology and Response Rates

The mail-out survey was targetted for those respondents who were most involved in apprenticeship training. This included all apprenticeship instructors at Manitoba's three community colleges, all federal and provincial apprenticeship counsellors, all the current trade advisory committee members, all employers who were training in 1985 and all journeypersons who were certified in 1985.

Apprentices who had completed training in 1985 were selected as they would be able to relate to their recent experiences throughout training. The researchers could also see what employment options they had chosen after being qualified. Employers who were training in 1985 were selected to correspond with the experiences of the journeypersons.

The majority of the questions in the five surveys had related to most respondents. This was done so opinions could be compared across a number of groups. (See the matrix of topics of survey groups in Appendix A, Chart 1.)

The surveys were distributed beginning in October, 1986. For trade advisory committee members, presentations were given over several months at the committee meetings to explain the purpose of the study and to solicit support for the survey. The apprenticeship counsellor and the college instructor surveys were distributed by the steering committee members from the respective departments. The journeyperson and employer surveys were mailed out.

Survey follow-up was conducted for the employer and journeyperson surveys by sending a reminder letter three weeks after the initial survey. Finally, another survey package was sent out three weeks later. For trade advisory committee members, reminder telephone calls were made in February.

Table 1.1 (Appendix A) indicates the response rates for each survey group. For journeypersons, the response rate was quite high at 64.2%. In view of the length of the employer survey, the response rate was good at 49.7%.

About two-thirds of instructors and provincial counselors responded, as well as all federal counsellors. The response rate was lowest for trade advisory committee members at 29.5%. (Some members represented more than one committee.)

The employers' survey responses reflected the trades where the majority of apprentices were training (Table 1.2). There was a slight overrepresentation for Motor Vehicle Mechanics and some of the small trades did not respond. The characteristics of the employers showed the majority (71.4%) had less than 20 employees (Table 1.3), with about half (48.5%) being in the trade sector (Table 1.4). Most (88.8%) were also training apprentices at the time of the survey (Table 1.5).

For journeypersons, the results showed they were quite well represented in all of the trade areas with some of the very small areas having no response (see Table 1.7).

The characteristics of the journeypersons surveyed indicated 97.9% were male (Table 1.8), and about three-quarters had grade 12 education or better prior to entering apprenticeship (Table 1.9). Nearly half (47.1%) of the respondents were in the 25 to 29 age group when they were certified, and another 30.6% were under 25 years of age (Table 1.10).

The employment characteristics of newly certified journeypersons showed 93.9% were employed at the time of the survey. Only 4.7% were unemployed (Table 1.11). Sixty-three percent (Table 1.12) were still employed with their sponsoring employer.

The responses from trade advisory committees represented 18 of the 28 trades surveyed (Table 1.13). Just over half of the responses were from the employee representatives to the committees (Table 1.14).

1.2.3 Public Forums

Public forums were held for employers' and employees' associations in the middle of November, 1986. Invitations to the public forums were extended by

Mary Eady, the Deputy Minister of Manitoba Labour. The forums were established to generate discussion on the three major topics: the Canadian Jobs Strategy, Apprenticeship Funding, and Employment Equity. Some materials on the issues involved in each topic and a list of questions for the seminar were sent to the participants prior to the day of the public forum.

A public forum on Employment Equity was held for women involved in apprenticeship training to discuss their experiences with the program. Participants were either currently training as apprentices or certified tradespersons. These women were able to identify the barriers to non-traditional occupations and how they overcame them.

Lists of participants and summaries of the results of the discussions from all three public forums can be found in Appendix B.

1.2.4 Other Data Collection Methods

Much of the data used in the remainder of the report came from government records of: Manitoba Labour, Manitoba Employment Services and Economic Security, Manitoba Education, and Employment and Immigration Canada. This data included: enrollment figures, administrative costs, training allowances, unemployment insurance, and data on the Canadian Jobs Strategy program.

In estimating the employers' and apprentices' share of the costs of training, much of the data for the construction trades was supplied by the Construction Labour Relations Association through interviews with their employers. For other major non-construction trades, a costing survey was developed and sent to two employers in each major trade area.

In addition, a number of briefs were submitted by unions, employers' associations and other interested persons on the topics covered in the public forums (see Appendix C). Many were submitted by participants of the public forums who had wished to provide further comments and express their concerns.

CHAPTER 2

APPRENTICESHIP TRAINING IN MANITOBA

CHAPTER 2

APPRENTICESHIP TRAINING IN MANITOBA

2.0 HISTORY OF APPRENTICESHIP TRAINING

The "Apprenticeship Act" came into effect on June 26, 1944. In mid-July of the same year, the Apprenticeship Board was appointed representing employers, employees, the Department of Labour and the Department of Education. Regulations were set out and approved in October of that year designating seven trades. Shortly after, the trade advisory committees were appointed and rules were approved on March 14, 1945. In that same year two more trades were designated. For the full first year of enactment, there were 214 active apprentices.

In 1947, skill shortages caused problems. Employers were demanding skilled employees rather than doing the training. As well, apprentices wanted to reach qualified status before the training program was completed. Just after the war, the Apprenticeship Branch worked co-operatively with the federal departments of Veterans' Affairs and Canadian Vocational Training in order to train ex-service personnel. Blacksmithing and custom tailoring were added to the list of designated trades.

Most apprentices achieved their academic requirement while attending night school at the Manitoba Technical Institute (now known as Red River Community College).

In the early days, the Apprenticeship Board met from seven to nine times a year. Trade advisory committees' meetings now number as high as 39 per year or about three meetings per trade.

In the late forties, pre-employment courses were begun to help overcome the problem with a growing number of cancellations. The "young lads" were seeking jobs which paid higher wages due to the need to support their families. Evening classes were cancelled due to irregular attendance.

The number of ex-service trainees began to decline and the number of civilians in the program increased.

During the 1950/51 fiscal year, the guidance function was taken over by the Apprenticeship Branch. For the first time, an employer was also prosecuted for failure to comply with the Act.

March 31, 1954 saw the expiration of the original federal/provincial training agreement. A new training agreement was successfully negotiated at a conference in Toronto in December, 1953 for another 10 years. This new agreement also provided for greater cost sharing although each province was still responsible for administrative costs. Workmen's Compensation for apprentices attending school was also included in the new agreement.

In the first year of reporting, the Apprenticeship Branch had 214 active apprentices as of April 30, 1946 in 12 designated trades. Forty-one years later, Apprenticeship and Training, Manitoba Labour, has 3,438 active apprentices in 33 designated trades as of April 30, 1987.

2.1 THE ORGANIZATION OF TRAINING

2.1.1 Entry into Apprenticeship Training

In order to become enrolled in apprenticeship training, a potential apprentice must find an employer who is willing to become her/his sponsor. The employer and the trainee submit a joint application for training to the Apprenticeship and Training Branch of Manitoba Labour.

When the application is received by Apprenticeship and Training, the trainee is registered and a trade counsellor is assigned. The trade counsellor meets with both the employer and the trainee to explain how the Apprenticeship Training Program works.

After the trainee has completed a 90-day probationary period with that employer, a training agreement is signed between the trainee, the employer and Apprenticeship and Training, Manitoba Labour.

2.1.2 Components of Training

There are two basic components to apprenticeship training: on-the-job and Institutional training. Apprentices spend 85% of their time training on-the-job and 15% of their training time in institutional training.

Normally, trainees spend several months training on-the-job and then attend classes for an average of six weeks per year at a training institution such as a community college. Each time trainees complete their in-school training, the required number of hours of on-the-job training, and successfully pass their level examination, they have completed one level (year) of their particular trade.

The number of years (levels) of an entire Apprenticeship Training Program is from three to five, with an average length of four years. The number of hours of training varies with the type of trade. Apprentices may also be given credit for prior work experience and related training received.

2.1.3 Role of the Apprenticeship Training Board

The role of the Apprenticeship Training Board is to make recommendations to the Minister of Labour on legislative matters and regulation for the improvement of apprenticeship training. The Board also deals with appeals made by apprentices.

The Apprenticeship Training Board is composed of equal representation of (two) employers and employees, as well as one representative from each of the Departments of Labour and Education and from the community at large.

2.1.4 Role of the Trade Advisory Committees

The roles and responsibilities of the trade advisory committees are to advise and to assist the Apprenticeship and Training Branch in the development and updating of training programs, and to ensure the training, curricula and examinations are kept current with industries' needs and technological changes.

The trade advisory committees are composed of equal representation by both employers and employees. At present there are 29 trade advisory committees.

2.1.5 Role of Apprenticeship and Training, Manitoba Labour

The Apprenticeship and Training Branch of Manitoba Labour has the responsibilities of administering, monitoring, examining and qualifying under the Apprenticeship Training Act.

Curriculum development is a major function of Apprenticeship and Training. Once a new curriculum is finalized and approved by the trade advisory committees, it is provided to the training institutions for delivery.

Apprenticeship counsellors monitor the on-the-job training component to ensure the apprentice is receiving an overall exposure to all facets of the trade, and monitor the in-school training component for problems which the apprentice may encounter.

Examinations are conducted for each different level within the training program by the branch, and also at the end of the program for final certification. Certificates of qualification are issued for provincial and inter-provincial trades upon the successful completion of examinations and completion of the appropriate number of hours of on-the-job training required for the program.

2.1.6 Institutional Training in Manitoba

Manitoba currently has 34 designated trades of which 28 have institutional training. Three of the newly designated are in the process of curriculum development and institutional arrangement. These trades are bakers, cooks and parts persons. Both crane operators and roofers are trades where Apprenticeship and Training certifies the operators. (For a complete list of training locations and educational requirements see Appendix A, Tables 2.1 and 2.2.)

The majority of training is provided by Manitoba's three community colleges through Manitoba Education. In total, this represents about 90% of all institutional training with the remaining 10% being taught at other public institutions or by arrangement with institutions in other provinces.

2.1.7 Responsibilities of the Federal and Provincial Governments

The training of apprentices is governed by the Province of Manitoba under the Apprenticeship and Trades Qualifications Act.

The major funding for apprenticeship training is provided by the federal government for institutional training. These funds cover tuition, textbooks, travel and a training allowance or unemployment insurance (U.I.) benefits. A wage subsidy for work-based training of 50% of the wage for 50% of the program under Critical Trades Skills Training (CTST) and 50% of the wage for 26 weeks of training under General Industrial Training (GIT) were given to those trades considered to be in skill shortage. These programs have been replaced by the new federal Canadian Jobs Strategy Program.

The amount of funds allocated for apprenticeship training in Manitoba is agreed upon by the provincial and the federal governments in a contract called the National Training Agreement. This contract also includes other community college training.

In the negotiation of the new Canada/Manitoba Training Agreement signed on March 30, 1987 the following important principles for training including apprenticeship were agreed to:

- a) Training will be responsive to Manitoba's economic and social development priorities.
- b) Employers in both the public and private sectors have always played an important role in the determination of provincial economic development priorities. Employer involvement in local and provincial labour market needs assessment will continue to be encouraged in order to ensure that programming remains responsive to employer needs.
- c) Equitable access to training by women, natives, disabled persons and visible minorities is essential.
- d) The provision of institutional training on a part-time basis to increase accessibility of training is desirable.
- e) Employers should be encouraged to arrange or provide training for their employees.
- f) Consultation and co-operation between the parties in the planning, implementation, and evaluation of training is essential. Information sharing on new programs and program changes, and consultation on large projects is also essential.
- g) The needs of the labour market and the employment objectives of trainees and apprentices constitute the basic criteria for the development of direct purchase training plans.
- h) Simplicity in the design and administration of programs and flexibility in their application are required to accommodate provincial and local needs, the needs of individuals and the needs of members of designated groups.
- i) Canada reaffirms its intention to increase its overall funding of training, in real terms, within Manitoba under the Canadian Jobs Strategy during the term of this agreement. To this end, a greater proportion of funds will be devoted annually to training than was the case under the training and job creation programs in existence during 1985-86.

Further in the contract, the roles and responsibilities of the federal and provincial governments for the operation of apprenticeship training are specifically laid out in the following sections:

- 19.1 Canada undertakes to support, in 1986-87 and 1987-88, through direct purchases, the classroom portion of apprentice training as required for apprentices under The Apprenticeship and Trades Qualifications Act of Manitoba, on the same basis as set out in the Canada/Manitoba Training Agreement which was signed on September 29, 1982.
- 19.2 Canada undertakes to continue to provide income support to all eligible apprentices for whom institutional training is purchased by Canada in 1986/87 and in 1987/88.
- 19.3 Canada and Manitoba undertake to co-operate, in 1986-87, in a joint study, the purpose of which is to determine, inter alia, the appropriate sharing of financing of apprentice training in Manitoba, its relationship to the Canadian Jobs Strategy and the measures necessary to encourage greater participation of women and other designated groups in the program, and to provide recommendations by June 30, 1987.
- 19.4 The study referred to in Section 19.3 will be used, inter alia, for determining the level of Canada's financial support of apprentice training in the third year of this agreement.
- 19.5 The level of financial support by Canada of apprentice training and the nature and pace of changes to the level and scope of Canada's support of apprentice training in Manitoba will be determined and communicated to the affected parties, including business and labour, by December 31, 1987.
- 19.6 Manitoba will use the results of the study referenced in Section 19.3, inter alia, as the basis for identifying barriers which prevent the fair participation of women, natives, disabled persons, and visible minorities in apprentice training, and for designing various program initiatives which address these barriers. These initiatives will be designed with a view to increasing the participation of women and other designated groups in apprentice training. Manitoba will endeavour to implement such initiatives during 1987-88.

- 19.7 Canada and Manitoba undertake to continue to co-operate in efforts to encourage the interest and participation of women and other designated groups in apprentice training through preparatory and developmental programming.

2.2 ENROLLMENT PATTERNS

As of December 30, 1986, there were 3,338 active apprentices in Manitoba. New registrations for 1986 were 1,441 with 481 completions and 410 cancellations (Table 2.3).

The general trend in apprenticeship training was an overall decrease since 1980 in the number of active apprentices and the number of registrations during the recession and then substantial increases in registrations and active apprentices in 1985 and 1986. The number of cancellations also decreased in the recessionary period. The number of completions remained fairly constant until 1985 when there was a marked decrease for the last two years as the lower registration rates during the early 80's began to catch up with completions.

By trade, the areas of growth in apprenticeship are within the construction trades which coincide with the increase in housing starts as well as the development of the Limestone Generating Station and the North Portage Development. Most notably, there were large increases in carpenters and construction electricians. Other construction occupations were in high demand in 1980 but requirements decreased during recession and are now increasing again. These include: bricklayers, drywall mechanics, plumbers, painters and decorators.

The apprenticeship trades which have remained fairly constant include: aircraft mechanics, electric motor winders, tool and die makers, machinists and motor vehicle mechanics. Substantial increases can be noted for trades such as: heavy duty equipment mechanics, industrial welders, motor vehicle body repairers, power electricians, and refrigeration and air conditioning

mechanics. Steady decreases were noted in: boilermakers, industrial electricians, industrial instrument mechanics, steamfitters, steel fabricators and industrial mechanics. Sheet metal workers and sprinkler and fire protection installers are still below their previous number of active apprentices but are beginning to slowly increase.

As stated in the history of apprenticeship training, there has always been about the same percentage of apprentices cancelling their training. In 1947, 14.4% of active apprentices cancelled their training. In 1986, this figure was 12.3%. In the 1981 survey of apprentices who "stepped out" of the program, 24% reported they had been laid-off their jobs, and 18% quit for better jobs. A further 13% changed jobs because of poor wages.¹

2.3 PROGRAM CHANGES AND NEW DEVELOPMENTS

2.3.1 New Trades and Expansion of Apprenticeship Training

In recent years, new apprenticeship trades have been designated. These include cooks, bakers and parts persons. The cooks' trade had 12 active apprentices in 1986. Bakers are currently in the process of forming the trade advisory committee and the development of curriculum. For the parts persons trade, the Apprenticeship and Training Branch is negotiating with South Winnipeg Technical Centre for day release delivery of institutional training on a pilot basis. Landscaping is in the process of being designated as an apprenticeship trade. This demonstrates that expansion is moving from traditional construction and manufacturing occupations into the service sector.

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1. Apprenticeship Training Program Follow-Up Survey of Training "Step-Outs" 1979-1980 Summary Report. Research Branch, Department of Labour and Manpower, Manitoba, December, 1981.

2.3.2 Women in Trades Training Program

Women in Trades Training was initiated in 1980 to increase the number of women in apprenticeable trades. The program provided a wage subsidy to employers for sponsoring female apprentices. Employers received 100% for the first year of training and then 50% for the last period. The average length of subsidy was 28 weeks in total. The women also received a \$100.00 clothing allowance. Under the program, most costs were covered.

The women for the program were recruited by the Program Coordinator through informational sessions in the community and at pre-trades training for women classes. Networking through women's organizations and word of mouth also brought women into apprenticeship training.

Employers were recruited through letters sent to those who advertised their trades in the telephone book. The employers also passed on the information to other employers who were willing to sponsor women in training. The Women in Trades Training Program (WITT) was transferred to Manitoba Employment Services and Economic Security to become part of the Women in Non-Traditional Occupations Program. This program sponsors women into all types of non-traditional occupations, as well as those under apprenticeship.

During the first year of the WITT Program, the number of women in training went from 9 to 17. As of December, 1985 when the program was transferred there were 31 active women apprentices. Over this period, 18 women became qualified.

(Other initiatives for women will be discussed in Chapter 5 on Employment Equity.)

2.3.3 Competency-Based Training

Competency-based training refers to a learning system which emphasizes mastery of identified competencies as opposed to time spent in the program.

A competency is defined as a skill, knowledge, and attitude needed by successful workers in an occupation. Competency-based programs have certain distinguishable features:

- Competencies required in an occupational field are identified by persons in the field.
- Identified competencies are translated into realistic performance objectives that are readily observable and can be evaluated.
- Students are informed in advance of the performance expectations of the course.
- Student's achievement level is determined by how well predetermined standards are met.

Apprenticeship and Training, Manitoba Labour began developing competency-based curricula in 1981. Nearly all curricula have been converted to a competency-based format.

The curriculum development officers have indicated that they have found the competency-based packages easily revised. Courses can be changed with recent trends in industry and technological change as only the affected module gets revised, rather than the whole curriculum for that trade.

In 1984, the Manitoba Community Colleges developed a plan for the phased conversion of programs to a competency-based learning mode. This conversion has been progressing slowly with most programming still being delivered in the traditional block release. A variety of learning activities, however, are being introduced to assist students attain competencies, for example, packages, audiovisuals and computer-assisted instruction.

The Apprenticeship Training Surveys asked all participants to give an opinion on competency-based training. Although there was some doubt about the level of understanding of the concept of competency-based training, there was some support for the concept by employers and trade advisory

committee members (Table 2.4). Generally, journeypersons said this delivery method could accommodate people who learned at different speeds or those who had previous work experience. However, some journeypersons and instructors indicated there would be a loss of class interaction and also a sense of competition in class.

2.3.4 Other Delivery Mechanisms

Apprenticeship and Training, Manitoba Labour, has also been studying other types of training arrangements as mechanisms for increasing access to training for apprentices and to assist employers who have apprentices to be able to accommodate their business needs. In order to learn more about the thoughts on common-core training and day-release or night school, questions were written into the survey. The quality of the responses indicated these concepts are not well understood by the industry and apprentices, but some interesting opinions were expressed.

For common-core training, nearly all groups indicated this could be done in the first year or two (Table 2.5). The journeypersons also indicated a common-core would assist them in deciding on a suitable trade. It would not be necessary for them to repeat the whole training program if they decided to change trades.

The opinions on day release (apprentices train one day per week rather than six weeks in a row) or night classes were far more negative than other styles of delivery (Table 2.6). The apprentices listed a number of serious disadvantages:

- a) Live too far from school,
- b) Block release makes it easier to learn,
- c) Workers would lack the concentration at night school or would be too tired after working,
- d) Day release would make the training too long.

The instructors were generally in favour of the block release but suggested day release or night school may be acceptable for upgrading. The majority of trade advisory committee members did not support the idea.

Some journeypersons thought this type of delivery would also decrease the financial hardship apprentices experience during block release. However, under the current unemployment insurance system, the students would not be eligible for support at one day a week and the employer would not be obligated to pay a salary for that day.

2.4 THE RED SEAL PROGRAM AND MOBILITY

The purpose of the Red Seal Program is to provide journeypersons with an ability to be qualified in other provinces in Canada. Uniform qualifications allow for interprovincial movements of journeypersons across the country to areas where there is a shortage of skilled workers within that trade.

Within the Red Seal Program, there are competencies which are standard across the country. The programs in each province contain all the skills necessary for journeypersons in those trades to work in other regions. The variations in length of institutional and on-the-job training components account for variations in needs at the regional development level.

The Red Seal Program is of great benefit to the country as a whole. The investment in skill training creates a return on the monies spent through economic activity. Nationally, this improves Canada's international competitiveness and improves economic conditions across the country.

While current statistics are not available for the interprovincial movement of journeypersons, Manitoba has been a traditional exporter of people to other provinces. Over the past decade Manitoba experienced a net loss of over 4,000 people per year to interprovincial migration.

Data on interprovincial migration indicates that Manitobans migrating to other provinces tend to move to where economic activity is strongest. In the first five years of the period (1977-81), Manitoba averaged an annual net loss of over 5,000 people to Alberta, a time when that province's oil industry was very strong. In the subsequent five years (1982-86) when the oil industry was experiencing lower levels of economic activity, Manitoba had a net gain in terms of people moving between the two provinces. However, there was a corresponding net loss of people to Ontario from 1982-86 where current economic strength is now centred. Manitoba had experienced net interprovincial gains from Ontario in the 1977-81 period when that province's economy was not as strong (Table 2.7).

Since Manitoba's net interprovincial migration losses are strongly related to economic growth, it is reasonable to assume that many highly skilled people, including journeypersons, are moving out of Manitoba to jobs in other provinces. This suggests that Manitoba, and other provinces that traditionally lose people due to interprovincial migration are, in effect, subsidizing net gaining provinces in terms of the costs of training journeypersons to the extent that funding is not subsidized by the federal government.

Manitoba's Apprenticeship Training Program contributes greatly to interprovincial mobility. Of the 34 designated trades in this province, 19 or 56.0% are in the Red Seal Program. The Red Seal trades account for about 95% of all active apprentices as of December, 1986. The 1980 survey¹ of journeypersons provided some evidence on the extent of the migration of journeypersons from Manitoba to other provinces. Of all employed respondents 14.3% were working outside the province one year after certification.

1. Apprenticeship Training Program Follow-Up Survey of 1978-79 Apprentices Surveyed in the Summer, 1980; Research Branch, Department of Labour and Manpower, Manitoba; December, 1980.

2.5 CONCLUSIONS

Since its inception in the mid-1940's, Manitoba Apprenticeship Training has remained a training program that combines both institutional and on-the-job training. Industry involvement remains an important component in the development of training programs to meet the needs of the economy.

The changes made to program delivery over the years, the move towards competency-based training and the expansion of training into new areas which respond to the evolution of our economy have indicated that apprenticeship is a dynamic and modern training program.

The survival of the basic training program structure and the high level of industry involvement have demonstrated the stability of apprenticeship as a training model.

The development of the Red Seal Program underlines the need for federal participation in apprenticeship training and the need for national standards. The improved mobility of journeypersons resulting from the program enhances the country's international competitive position by limiting problems caused by regional skill shortages. Manitoba's Apprenticeship Training Program contributes greatly towards these national objectives as the majority (95%) of active apprentices are being trained in the Red Seal trades. However, the movement of journeypersons between provinces results in a situation where some provinces subsidize others during varying levels of economic activity. While training benefits Manitoba, the normal out migration of qualified skilled workers means greater benefits on a national level. Since provincial employers contribute the greatest share of training costs for apprentices (see Chapter 4), national support in apprenticeship training is essential to make training equitable for regional development.

CHAPTER 3

EFFECTIVENESS OF APPRENTICESHIP TRAINING

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3.0 INTRODUCTION

Data on the general effectiveness of the Apprenticeship Training Program, and its labour market effectiveness have been gathered through recent surveys of employers, former apprentices, and trade advisory committee members. Additional data on effectiveness was also developed from past Apprenticeship Training Program outcomes surveys as well as a review of related Apprenticeship Training Program literature.

3.1 EFFECTIVENESS IN THE RECRUITMENT OF APPRENTICES

Apprenticeship Training Program enrollments are governed by the demand by employers for apprentices, the total numbers allowed per firm being governed by strict ratios (see Table 2.2). The general quality of on-the-job training is kept at a high level due to the number of journeypersons available to instruct and supervise each apprentice (may vary from four journeypersons to one apprentice for cooks, to one journeyperson to three apprentices for plumbers). This provides the opportunity for high quality on-the-job training and daily supervision of work activities.

In terms of recruiting apprentices, the major way firms normally find their potential apprentices is by their direct contact with the firm (78% - Table 3.1). Other less important reasons included recruiting from community college, through contacts with the Apprenticeship Branch, through union requests, and by the firm recruiting apprentices from secondary schools. Methods indicated by apprentices as to how they enter the program included: asked employer (36%), suggested to them by the employer (29%), and looked for a sponsoring employer (22%) (Table 3.2).

In looking at factors or barriers to participation in the program: 20% of journeypersons, 61% of instructors and 50% of trade advisory committee members

indicated they believed barriers exist to participation (Table 3.3). In reviewing these barriers/factors for journeypersons (Table 3.4) reasons cited included: financial (33% of respondents with barriers), problem finding employer, lack of work experience, personal reasons, and other reasons such as training offered during busy season.

Barriers cited by instructors included physical barriers for target group members, slow U.I. payments while in school, and the difficulty of finding an employer.

Trade advisory committee members cited availability of work, courses offered at the wrong time of the year and that no training is available in Manitoba.

The various groups surveyed provided suggestions on how to remove barriers to participation (Table 3.5) including increasing apprentice wages, providing government incentives for employers, increasing training allowances (apprentices), better coordination of U.I. benefits and school, providing incentives for employers and improving academic backgrounds (instructors).

3.2 SATISFACTION WITH THE IN-SCHOOL TRAINING COMPONENT

The survey asked special interest groups contacted to indicate their level of satisfaction with various components of the in-school training program. For employers, they were most highly satisfied with the theory taught in school, quality of teaching, location of in-school training, equipment provided for in-school training, scheduling of in-school training and the class size (more than 75% satisfied or somewhat satisfied - Table 3.6). Journeypersons were satisfied with the class size, theory taught, scheduling of in-school training, length of in-school training, quality of teaching, location of in-school training, equipment provided, and availability of training spots. Instructors were satisfied with the theory in-school, quality of teaching, location of training, scheduling of training, class size, availability of training spots, adequacy of training in relation to job requirements, and length of in-school

training. Trade advisory committees were satisfied with the theory and location of in-school training.

Major areas of dissatisfaction cited by employers included availability of upgrading, and the level of training allowance or unemployment insurance. For journeypersons, major reasons cited were availability of upgrading and level of training allowance/unemployment insurance. Instructors' major areas of dissatisfaction were availability of upgrading and level of training allowance/unemployment insurance. Trade advisory committees were least satisfied with the availability of upgrading, updating of classroom material, and level of training allowance/unemployment insurance.

Table 3.7 outlines some of the major reasons for dissatisfaction with in-school training of employers, journeypersons, instructors, and trade advisory committee members. For employers, some of the reasons for dissatisfaction include: dissatisfaction with materials and equipment which need updating, the fact that the training is scheduled for the busy season, and specific skills are lacking in apprentices. Journeypersons' reasons include: the equipment or the course material needs updating, U.I. payments are too slow in coming, and training allowances or U.I. payments are too low. For instructors, major reasons include: programs and equipment need updating and no upgrading is available for journeypersons. Trade advisory committee members indicate as their major reasons: the material and equipment need upgrading, apprenticeship should be lengthened, and specific skills are lacking.

Table 3.8 outlines some of the suggestions of the various groups to improve the in-school training component of apprenticeship training. Some of the suggestions of the employers include: making class sizes smaller, the need for more specific skills, the opportunity for more input is required from employers, the need for in-school training to be scheduled in the off season, and the need for more in-shop practical training. Journeypersons provided suggestions to improve the program such as: updating the material and equipment, increasing the practical content of the course, screening and updating of instructors, and increasing the U.I. and training allowances. From

instructors, some of the suggestions included: increasing the length of the training time, more upgrading for journeypersons, more money for equipment upgrading, and other suggestions such as more on-site training. Trade advisory committee members suggested things such as updating course material, expanding the length of in-school training, and having higher entrance requirements.

3.3 SATISFACTION WITH THE ON-THE-JOB TRAINING COMPONENT

Various Interest groups were asked to respond to questions concerning a number of aspects of on-the-job training. For employers, their major satisfaction areas included: the practical skills taught on the job, the length of on-the-job training, the adequacy of the on-the-job training in relation to the job requirements, instructional methods used, the level of wages paid during the on-the-job training, the availability of apprentice training positions, and the monitoring of on-the-job training (those employers who indicated they were either very satisfied or satisfied with a percentage of 75% or greater).

For journeypersons, areas of highest satisfaction included: practical skills taught on the job, and the length of on-the-job training period. Instructors had no areas of satisfaction which were greater than 75% very satisfied or satisfied. For trade advisory committees, their areas of satisfaction included: the length of the on-the-job training period and the level of wages paid during the on-the-job training (Table 3.9).

In terms of areas of dissatisfaction of employers, the major dissatisfaction areas included: the methods of finding suitable candidates to train as apprentices, and the availability of suitable candidates to train as apprentices. For journeypersons, their major areas of dissatisfaction included: monitoring of on-the-job training, the availability of employers to sponsor their training, and the method of finding employers to sponsor their training. For instructors, their major areas of dissatisfaction included: the practical skills taught on the job, adequacy of on-the-job training in relationship to

the job requirements, the instructional methods used for the on-the-job training, and the methods of finding candidates suitable to train as apprentices. For trade advisory committees, their major areas of dissatisfaction included both the methods of finding suitable candidates to train as apprentices, and the availability of suitable candidates to train.

Table 3.10 outlines some of the major reasons indicated by the various groups for their dissatisfaction with the on-the-job training program. Employers indicated major reasons such as: the wages being too high for apprentices, the higher prerequisites needed for the program and better screening, and no on-the-job assessment is undertaken. For journeypersons, major reasons for dissatisfaction include: the lack of adequate training, instruction and supervision, low wages while training on the job, and the lack of monitoring. Instructors' major reasons for dissatisfaction included on-job-training is too limited and too specific, the need for more on-the-job monitoring, and training varies with the employer. Trade advisory committees' major reasons for dissatisfaction include: on-the-job work is limited, more monitoring and supervision by foremen is necessary, the length of the training should be increased, and there is no in-school training for this area in Manitoba.¹

Some of the suggestions employers provided to improve the on-the-job training program (Table 3.11) included: the need for more communication between schools and employers, increase levels of evaluation, other methods of cost sharing among employers, and the need to learn all aspects by rotating employers. Journeypersons gave suggestions for program improvement in the on-the-job training area such as: a wider range of training is required, monitoring and supervision should be increased, and training methods should be improved. Instructors gave suggestions for improvement such as: more monitoring by the

1. There is no in-school training available in Manitoba for industrial instrument mechanics, glaziers and electric motor winders.

Apprenticeship and Training Branch, and the need to rotate employers to cover all facets of the program. Trade advisory committees had suggestions such as: employers should train apprentices in all aspects, more supervision is required by journeypersons, and a longer training period is needed.

3.4 EXTENT OF SKILL USE IN JOB BY APPRENTICES

Journeypersons were asked questions concerning their extent of skill use in their current job. In responding, 47% indicated they were using their skills to a great extent, 30% to a moderate extent, 20% to some extent (Table 3.12).

Groups were also asked to respond as to how the program could be made more effective in meeting the future skill requirements of employers (Table 3.13). Some of the suggestions provided by employers included: more consultation with employers, instructor development in new technology, having programs branch into specific areas, modernizing in-school training on a continuous basis, and having program funding so apprentices will be protected in both good and bad economic times. Instructors gave suggestions to improve skills requirements by having more communication between schools and employers, more active trade advisory committees, and keeping the teachers up-to-date. Trade advisory committees' suggestions for improving the program to meet future skill requirements of employers included: more thorough on-the-job training, start a training program for new trades, more co-operation between schools and employers, and lengthen the apprenticeship program.

3.5 SUCCESS OF THE APPRENTICESHIP PROGRAM IN ADAPTING TO TECHNOLOGICAL CHANGE

The various groups were asked to respond as to the level of success of apprenticeship training in adapting to technological change. In the area of in-school training, 64% of employers, 71% of journeypersons, 88% of instructors, 57% of trade advisory committees thought the program was successful in adapting their theoretical in-school training to technological change. With

respect to the practical in-school training, 61% of employers, 72% of journeypersons, 66% of instructors, and 50% of trade advisory committees' members thought the program was successful. Concerning on-the-job training, 75% of employers, 69% of journeypersons, 45% of instructors, and 63% of trade advisory committees thought the apprenticeship program was successful in adapting its on-the-job training to technological change (Table 3.14).

Some of the comments and suggestions received from various groups for areas not successful in adapting to technological change (Table 3.15) included:

- From employers, the school is behind the industry, basics should be broadened, instructors need more training, and there should be more emphasis on electronic equipment.
- From journeypersons, reasons for not being successful in adapting included: insufficient updating of theory and textbooks, equipment and instructional methods, and instructors' training procedures.
- With respect to instructors, reasons for not being successful in adapting to technological change included: insufficient funding for new equipment, lack of instructor training on new technology, and there is not sufficient lead time with respect to new technologies.
- Trade advisory committees indicated their major reasons as out-of-date equipment and materials, and employers not staying up-to-date with the industry.

3.6 FACTORS WHICH HINDER EMPLOYER PARTICIPATION IN THE APPRENTICESHIP PROGRAM

Employers were asked to indicate whether there were any factors which hindered or prevented their participation in the Apprenticeship Program. Two-thirds of the employers and 56% of the trade advisory committees employers indicated there were no factors which hindered their participation in the Apprenticeship Training Program (Table 3.16).

Employers were asked to indicate and explain the factors which hindered or prevented their participation (Table 3.17) and they indicated areas such as:

costs and wages too high, economic uncertainty, not worth the effort, there should be guidelines and requirements for employers, and the lack of work in the off season. Trade advisory committee employers indicated reasons such as: the wages of apprentices, no training available in Manitoba in this area, shortage of time or initiative to improve or identify training requirements, the lack of knowledge about apprenticeship training, and there should be longer subsidies.

Employers were asked to provide suggestions on increasing employer participation in the Apprenticeship Training Program. Suggestions provided included: eliminating red tape, providing a list of candidates to employers, providing a more binding agreement that an apprentice cannot leave the employer after training, the apprentice should pay the employer for the training, government wage assistance is necessary, and employers should be involved in setting up the program. Trade advisory committee members provided reasons such as: financial assistance, more input from employers, and better communications with the Apprenticeship Branch (see Table 3.18).

3.7 THE GENERAL EFFECTIVENESS OF THE APPRENTICESHIP PROGRAM

Employers, instructors, and trade advisory committee members were asked to respond to a question concerning the level of effectiveness of the Apprenticeship Program in meeting the demand for the type of skills required. Of employers, 86% indicated the program was very effective or effective, 95% of instructors indicated the program was very effective or effective, 89% of the trade advisory committee members indicated the program was very effective or effective (Table 3.19).

The same groups were also asked to respond to the level of the effectiveness of the Apprenticeship Program in meeting the demand for the quality of skills required. Eighty-five percent (85%) of employers, 93% of instructors, and 89% of trade advisory committee members thought the program was very effective or somewhat effective in meeting the requirements for the quality of skills.

3.8 LABOUR MARKET NEEDS FOR APPRENTICES AND JOURNEYPERSONS

The Apprenticeship Survey asked a number of questions related to the balancing of labour supply with labour demand for apprenticeable occupations. In particular, employers, instructors and trade advisory council members were asked to rate the current demands of employers for apprentices and journeypersons relative to the current supply.

In terms of demand for apprentices, 111 employers, 29 instructors and 33 trade advisory council members responded. While responses varied, in aggregate they indicate a general perception of balance between the supply and demand for apprentices. To analyse the results, a scale was used where "1" = demand far less than supply, "3" = demand being adequately met by supply and "5" = demand far more than supply.

The employers responses averaged a rating of 3.0 suggesting demand for apprentices was neither greater nor less than supply. The instructors averaged a rating of 2.8, or in other words demand was slightly less than supply. The trade advisory council members averaged a rating of 3.4 to indicate demand being greater than supply (Table 3.22).

The 111 employer respondents were asked to identify specific trades in their answers. For purposes of analysis, those trades with an average rating of 2.8 to 3.2 were considered to be rated in labour market balance. Ratings above or below that range would indicate shortage and surplus, respectively. Those occupations which had an average rating of 3.3 or higher included bricklayers, tool and die makers, industrial mechanics, motor vehicle body repairers and refrigeration and air conditioning repairers. Employers' perceptions then, had these trades in shortage with the current demand for apprentices being above the available supply. Those occupations with an average rating of 2.7 or less included carpenters, boilermakers, painters and decorators, industrial electricians and aircraft mechanics. In terms of the employers' perception these trades were in surplus with the current demand being less than the available supply (Table 3.23).

In terms of demand for journeypersons, 106 employers, 26 instructors and 35 trade advisory council members responded. Again responses varied, but again the aggregate of all responses indicated a general perception of labour market balance for journeypersons. The average ratings were 3.2 for employers, 2.8 for instructors and 3.3 for trade advisory council members (Table 3.22).

Specific trades considered by employers to be in shortage, with an average rating of 3.3 or higher, included bricklayers, machinists, industrial mechanics, motor vehicle body repairers, motor vehicle mechanics and refrigeration and air conditioning repairers. Those trades considered in surplus, with an average rating of 2.7 or lower included carpenters, painters and decorators, industrial electricians, plumbers and sheet metal workers (Table 3.23).

The results of the survey in terms of specific occupations should be viewed with caution as the number of responses in each occupational category were small. A more extensive survey would be required to accurately assess the perceptions of employers regarding the matching of supply and demand for individual trades.

In aggregate, however, the survey results are much more reliable. They indicate that, in general, the current Apprenticeship Program is highly sensitive to labour market conditions. This is not surprising when it is considered that the decision to train an apprentice is based on an employer's analysis of the firm's current output requirements and that additions or deletions to their workforce are taking place on an ongoing basis, allowing for constant finetuning in response to changing economic demand. The apprenticeship program, i.e., the demand for the training of apprentices and ultimately the accreditation of journeypersons is market driven at the micro-economic level. Under these conditions, it is likely that acute surpluses will only occur during severe economic downturns and that acute shortages would be limited to occasions of strong economic upswing or as the result of large mega projects placing abnormal demands on the labour market.

The survey also asked journeypersons who had received accreditation in the previous year what their current labour market status was. A total of 295

Journeypersons responded. Their labour force participation rate at the time of the survey was 98.6% and their unemployment rate was 4.8% (Table 1.11). This means that a large percentage of these new Journeypersons were involved in the labour market, while the numbers failing to find work was below the average for the general population. The Manitoba unemployment rate at the time of the survey was 5.9% (October, 1986).

The employment status of these individuals alone would not totally account for the labour market success of the Apprenticeship Program. Many newly accredited journeypersons could be underemployed. To determine if this had occurred the journeypersons were asked to rate the extent of their apprenticeable skill being used in their current job (Table 3.12). Those indicating a great or moderate use of their trade skills accounted for 76.6% of all respondents. Only 3.3% of the respondents said they were not using their trade skills at all.

The above analysis looked at the numbers of tradespersons and the matching of supply and demand. Also important is the type of skills provided for by apprenticeship training and the quality of the skills attained. Employers, instructors and trade advisory council members were asked to rate the effectiveness of the Apprenticeship Program in meeting these additional needs of employers. The scale used for this analysis was to rate responses from "1" = not effective, "2" = somewhat effective and "3" = very effective.

Again the effectiveness of the Apprenticeship Program rated very high in the view of these respondents. The aggregate averages for the question of how effective the program was in meeting the demand for the type of skills was 2.3 for employers, 2.6 for instructors and 2.2 for trade advisory council members (based on Table 3.19). For the question of how effective the program was in meeting the demand for skill quality, the aggregate averages were 2.2 for employers, 2.5 for instructors and 2.2 for trade advisory council members (based on Table 3.20). All of the aggregate averages rated above "somewhat effective" tending toward "very effective".

3.9 HISTORICAL DATA ON APPRENTICESHIP TRAINING OUTCOMES - MANITOBA

Manitoba has conducted several surveys relating to apprenticeship training in the past five years including:

- * 1980 survey of 636 apprenticeship graduates in 1978-79.
- * 1981 survey of 646 apprenticeship training graduates from the 1980-81 year.
- * Survey of 386 apprenticeship training "Step-outs" of 1980-81 surveyed in 1981.
- * 1982 survey of 318 employers participating in the Manitoba program during 1979-80.

Major findings of the 1978-79 Apprenticeship Training Graduates Survey:

- * Journeypersons spent, on average, 48 weeks working in 1980, the remaining four weeks on temporary lay-off or unemployed.
- * 54% were no longer with their sponsoring employer.
- * Almost half were in repairing occupations such as motor vehicle mechanics, heavy equipment mechanics and repairers, electrical equipment installation/repair.
- * 40% belonged to a union.
- * 85% were employed in Manitoba.
- * 83% were using their skills to a great or moderate extent in their present job.
- * Over 90% were satisfied/very satisfied with their apprenticeship training.
- * 93% indicated the quality of instruction was adequate/highly adequate.

- * 87% indicated they had acquired the necessary qualifications and knowledge to work in their trade.

Major findings of the 1981 survey of 1980-81 Apprenticeship Training Graduates:

- * An increasing number of youth participants - 54% were 25-29 years of age; 81% had been members of the labour force less than six years prior to entry to apprenticeship training.
- * Journeypersons spent, on average, 47 weeks working and the remainder unemployed or on temporary lay-off in the year following their training.
- * 50% were still employed with their sponsoring employer.
- * 42% belonged to a union.
- * 88% were using the skills obtained in the Apprenticeship Training Program to a great/some extent in their job.
- * 30% were currently/planning to enroll in further education, the majority of which was related to their apprenticeship training.
- * 92% were very satisfied/satisfied with their skills acquired through on-the-job training.
- * Almost 90% thought their theoretical training and the in-school shop equipment was adequate and modern and up-to-date.
- * 88% thought the knowledge taught in class, in relation to the requirements of the job was adequate/very adequate.
- * 52% thought the school material needed revision, either to a great or to some extent.

- * Almost 40% thought the length of the in-school training segment of apprenticeship training should be lengthened.

The results of the 1982 Employer Survey Included the following:

- * 92% were very satisfied/satisfied with the Apprenticeship Training Program in general.
- * 1/3 indicated entrants should be recruited directly from high school.
- * 20% experienced difficulty in finding qualified personnel to enter the Apprenticeship Training Program.
- * Almost 87% of employers were very satisfied/satisfied with the particular apprenticeship trade in which they had apprentices graduate.
- * 35% were dissatisfied with the updating of classroom material.
- * 27% were dissatisfied with the instructional methods and 75% satisfied with the equipment provided for in-school training.
- * 63% of employers expressed dissatisfaction with the lack of upgrading courses for journeypersons.
- * While 76% of employers were satisfied with the length of in-school training, 17% thought it should be lengthened.
- * Almost 80% thought the length of on-the-job training should remain the same.
- * Almost 50% of employers thought there were problems with the practical skills taught in-class in relation to actual job requirements.
- * Overall, 76% of employers were satisfied/very satisfied that those completing their training had acquired the necessary skills.

3.10 CONCLUSIONS

Results from the surveys of employers, journeypersons, instructors and trade advisory committee members indicated the Apprenticeship Training Program has been an effective training program for all groups involved. Overall satisfaction with apprenticeship was rated high (over 90% very effective or effective for journeypersons and employers). Furthermore, well over 80% of employers, instructors and trade advisory committee members indicated that apprenticeship training was effective in providing the types of skills required for the jobs and also provided the necessary quality of skills.

In terms of program operations, the majority of the items concerning the in-school training met with satisfaction by respondents to the surveys. There were only two weaknesses identified: the lack of availability of upgrading and delays in receiving unemployment insurance benefits by apprentices.

With regards to the questionnaire items relating to on-the-job training, both employers and journeypersons indicated satisfaction with both the practical skills taught and the length of the on-the-job training.

The survey also indicated that the Apprenticeship Training Program is successful in adapting to technological change. Responses from employers, instructors and trade advisory committee members showed some variations in areas that were most unfamiliar to them. For example, instructors rated on-the-job training as less effective than in-school training. Journeypersons, however, were fairly consistent in their responses. Between 69% to 72% indicated that all aspects of technological change had been adapted to for in-school and on-the-job training. Considering the large number of small employers in Manitoba, this finding seems important to note.

All categories of respondents indicated that the Apprenticeship Program has been effective in maintaining a balance between labour supply and labour demand. The participation rate for journeypersons one year after certification was 98.6%, while their unemployment rate was 4.8%, well below the average for the general population.

Previous follow-up surveys of apprentices conducted in 1980 and 1981 had found that the overall satisfaction with apprenticeship training has been over 90% for employers and apprentices; comparable to the results found in the survey conducted for this study.

While there may be a need for some fine-tuning of the Apprenticeship Training Program, the survey results have demonstrated that the program is a very effective method of training highly skilled workers.

Although general satisfaction is quite high, employers indicated a number of areas where they believe that through attention and action by the provincial or federal government, significant improvements to the program's operation could be made:

1. Technological Change:

In many trades, rapid changes due to technology are requiring both apprentices and journeypersons to adapt to new work methods. Survey respondents believed that journeypersons have the necessary basic skills and tools to allow them to adapt to these new types of technologies. However, although the apprentices and journeypersons have the basic skills necessary, employers often require changes and improvements to these skills to meet the specific requirements of their individual workplaces. In general, there is a need for the system to provide basic upgrading programs for those journeypersons whose skills may not be as up-to-date as possible, due to the fact that they had graduated at an earlier time. One solution to improved upgrading would be to utilize existing Apprenticeship Training Programs which could be adapted to support journeyperson upgrading. There is a question as to whether upgrading programs should focus, at a broader level, on the general requirements of the trade, or zero in at a more specific level on the individual requirements of a specific workplace through a support program such as the Canadian Jobs Strategy.

2. On-the-Job Training:

The on-the-job training portion of the program is an area of significant importance to the apprenticeship trainee, since they spend approximately 85% of their program time working and learning their skills on the job. Comments have indicated that this is an area which could be improved by enhancing the abilities of journeypersons who have to train apprentices on the job. This is an area which requires more review to assess the possible options available and would require funding support to upgrade the skills of the journeypersons.

3. Training Allowances:

Training allowances should be enhanced and the speed of payment of UI improved so that the long delays are cut down. Some workers do not receive their UI until after they complete their in-school training and return to their workplace.

CHAPTER 4

THE INVESTMENT IN APPRENTICESHIP TRAINING

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THE INVESTMENT IN APPRENTICESHIP TRAINING

4.0 INTRODUCTION

This study identifies and measures the cost components and benefits associated with the apprenticeship training program. These costs are not strict costs per se but represent an **investment** in the provincial economy and in the persons participating in the program. Costs and benefits have been defined for the various participants: (i.e. employers, apprentices and the provincial and federal governments). Various sources have been tapped to develop a picture of the associated costs including: Manitoba government annual reports and records; Employment and Immigration Canada annual reports; a survey of firms with apprentices who graduated in 1985; and a general cost survey of selected firms associated with the Construction Labour Relations Association. As well, a sample of firms representative of selected other industries was surveyed.

In developing the overall cost estimates, one employer was contacted from a group of selected firms in both construction and non-construction related industries in order to get a sample assessment of employer costs respecting apprenticeship training. Although costs identified were not developed through a strict audit of financial records of employers, they do represent the employers' best estimates of the approximate costs associated with the following areas: journeyperson training/supervision costs, productivity reductions in apprentices during training, productivity reductions in journeypersons due to training related activities, costs due to increased wastage or breakage, increased wear and tear on equipment, costs related to the hiring of replacement workers while the apprentice is in school, apprentice tool costs (often personally supplied) and the increased costs due to accidents. These estimates serve as a useful proxy for the magnitude of costs associated with each of these employer and apprentice cost areas.

A recent Economic Council report on Apprenticeship Training highlighted the lack of time series data on employers' cost of apprenticeship training and wage levels.

4.1 OVERVIEW OF CURRENT RESPONSIBILITIES AND FINANCING ARRANGEMENTS

For purposes of this study, the Manitoba Apprenticeship system is considered to be comprised of four major participants. Those participants are:

1. The Federal Government;
2. The Manitoba Government;
3. Apprentices; and
4. Employers;

It is recognized in some provinces, such as Ontario, where public training institutions are administered and funded as autonomous or semi autonomous agencies, a fifth category could be defined under the general heading of "public bodies and public institutions". Such is not the case in Manitoba however, where the community colleges are directly under the Department of Education.

Each of the four participants has a clearly defined role in the training of apprentices. Each shares in the financial investment while realizing certain benefits in return.

4.1.1 The Federal Government

The federal role is based on the premise that an efficient training system can contribute significantly to an array of socio-economic objectives of government. In essence, the role of the federal government has been to cover the full cost of providing institutional training for apprentices including the provision of income support to the apprentice while enrolled in institutional training.

Under the terms of a succession of agreements pursuant to the National Training Act and currently under the aegis of the Canadian Jobs Strategy, Canada has supported apprenticeship training since 1967 through the direct purchase of the classroom portion of training for apprentices under the Apprenticeship and Trades Qualification Act of Manitoba. The three Manitoba community colleges deliver the training and the Province is, in turn, reimbursed through direct payment by Canada, on the basis of per diem prices that are calculated to closely reflect the actual cost of training. Canada also contributes to provincial administrative costs for apprentice training. In 1986/87 and 1987/88, administrative cost support was based on a formula equal to 4% of the funds used for the direct purchase of institutional training for apprentices.

The purchase of apprenticeship training has been treated as a first claim against the total institutional training allocation with the full requirement for apprenticeship being allocated before allocations were made to other types of training.

In addition to the direct cost of apprenticeship training, Canada provides income support for apprentices, undertaking institutional training, through the direct payment to the apprentice of training allowances and Unemployment Insurance benefit payments.

The major cost elements in the delivery of institutional training include direct instructional salaries, shop supplies and equipment, capital cost amortization and indirect overhead (e.g. administration, plant overhead, ancillary student services, etc.)

In addition to the direct purchase of apprenticeship training under the National Institutional Training Program, the federal government provided support for work based (employer-centred training) under the National Industrial Training Program. This program contained two main elements - General Industrial Training (GIT) and Critical Trades Skills Training (CTST).

Under both elements, CEIC negotiated a contract with an employer or group of employers in which the Commission agreed to reimburse the employer a portion of certain costs incurred in providing training and part of the trainees wages during training.

Critical Trades Skills Training was an industry-based initiative which supported only nationally designated high skill occupations which were experiencing chronic shortages. General Industrial Training concentrated on training workers for other occupations in demand, training adults with special needs, retraining workers affected by new technology and industrial change, training the unemployed and training women in non-traditional occupations. The General Industrial Training Program and Critical Trades Skills Training have been replaced by the Canadian Jobs Strategy.

4.1.2 The Manitoba Government

The Manitoba Government, through the Apprenticeship and Training Branch of the Department of Labour, is responsible for the administration of the Apprenticeship and Trades Qualification Act. This Branch also administers the Barbers and Hairdressers Acts. Specific activities of the Apprenticeship and Training Branch with respect to Apprenticeship Training include:

- processing of apprentice applications;
- registering of apprentice agreements;
- counselling apprentices and prospective apprentices;
- monitoring job based training;
- scheduling institutional training components;
- development and revision of training curricula;
- development and administration of examinations;
- issuance of certificates of qualification;
- promotion for the increased utilization of apprenticeship training;
- exploring the potential for expansion of apprenticeship training into new occupational areas; and
- maintaining effective liaison with both employee and employer users of apprenticeship training and increasing their meaningful input into the program's development through trade advisory committees.

The Manitoba Government also delivers the in-school training of apprentices through the community colleges system under the Department of Education.

The federal government reimburses the provinces for all of the costs of delivering training through the community colleges and a portion of the cost of administering the Apprenticeship Program by the Department of Labour.

4.1.3 The Apprentice

The role of the apprentice is that of an employee and a student. The costs of the apprentice fall into several categories:

- direct costs (cost of courses, and tools)
- indirect costs (opportunity costs, i.e., wages foregone during the apprenticeship period)
- Unemployment Insurance contributions.

4.1.4 The Employer

The employer plays a role in apprenticeship parallel to that of the community colleges. In return for a lower wage than paid to a journey-person, the apprentice works with a journey-person who teaches him/her, on the job, the different job skills which make up the trade. In return for the wage paid to the apprentice and the instruction given, the apprentice provides a value of production for the employer. In addition to the cost of the apprentice wages, benefits and other payroll costs, the employer incurs various costs associated with the hiring and training of apprentices. These costs include: lost productive time of journey-person trainers; lower productivity of apprentices; material wastage; abuse of equipment and tools; and administration costs.

The extent of which the employer realizes a net gain or loss through the hiring of apprentices is discussed in section 4.7 of this chapter.

4.2 IDENTIFICATION AND DETERMINATION OF FEDERAL INVESTMENT

The major information source with respect to federal costs was the Annual Statistics Bulletins of the Canada Manpower Training Program and CEIC statistical records. This information presents a comprehensive report of all training activities undertaken during a fiscal year under the General Training Program.

Authority for federal funding support of apprenticeship training issues from two legislative sources. The National Training Act provides for the purchase of institutional training for apprentices from the three Manitoba community colleges and other public training institutions along with the payment of training allowances. Section 39 of the Unemployment Insurance Act provides for payment of unemployment insurance benefits to apprentices while they are enrolled in institutional training. Such payments are made in-lieu of training allowances. Training allowances can be used as a "top-up" of U.I. benefits when U.I. benefits are less than the set training allowance.

In 1986/87, under the direct purchase arrangements, the federal government invested approximately \$4.8 million in Manitoba to support the placement of 2,300 Manitoba apprentices into institutional training. This resulted in the purchase of 77,000 training days. (Table 4.1) Over the seven fiscal years, 1980/81 to 1986/87, federal financial support and training day volumes peaked in 1982/83 at a level of \$5.0 million and 2,572 apprentices involving 92,619 training days. Direct purchase expenditure decreased to a level of about \$4.0 million in the years 1982/83 and 1984/85 with training days declining to about 70,000 followed by two years of increases to reach the 1986/87 level of \$4.8 million and 77,000 training days.

In addition to the funding of \$4.8 million the federal government purchased training for the Limestone Hydro project in 1985/86 and 1986/87. In 1986/87 a total of \$690,000 was funded for Limestone training resulting in a total federal expenditure of \$5.7 million in apprenticeship training supported under the National Training Act.

An amount of \$420,000 was provided by the federal government toward payment of Unemployment Insurance benefits under Section 39 of the Unemployment Insurance Act. This \$420,000 represents the net 20% federal share of benefits paid to apprentices while the balance (80%) is funded through the employer and employee premium contributions.

The federal government continued to fund work-based training in 1986/87 with the General Industrial Training Program. This funding phased out the remaining commitments under this program and totalled \$1,300,000 including \$1,292,275 for 162 trainees under CTST and \$10,213 for two trainees under GIT. In addition, 72 apprentices were trained in 1986/87 under the Skill Shortages component of CJS involving an investment of \$267,000.

The federal government also incurred expenses in administering its support of apprenticeship training. These general support costs (i.e. salaries and other operating costs) are estimated to be approximately \$70.00 per apprentice for a total expenditure in 1986/87 of $(\$70.00 \times 3,200)$ \$224,000.

The trends in apprenticeship training days as a percentage of the total institutional training purchased by CEIC are outlined in Table 4.3. In 1986/87 apprenticeship training made up 14% of the institutional training purchases.

FEDERAL EXPENDITURES UNDER THE NATIONAL TRAINING ACT 1986-87

DIRECT PURCHASE - EXCLUDING LIMESTONE (TABLE 4.2)

- <u>Course Costs</u> - payment to the provincial government to cover the costs to the community colleges of delivering training to apprentices (includes instructors salaries, supplies, other direct instructional costs, indirect costs, etc.).	\$4,153,000
- <u>Support for Provincial Administration</u> - covers a portion of the cost to the province of administering the provincial apprenticeship training program.	166,900
- <u>Training Allowances</u> - paid directly to apprentices while in institutional training.	519,006
	<u>\$4,838,906</u>

<u>TRAINING UNDER THE SKILLS SHORTAGES COMPONENT OF CJS</u>	267,000
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<u>TRAINING FOR THE LIMESTONE PROJECT</u>	690,000
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- Estimates of federal support under the Canadian Jobs Strategy for apprenticeship training under the Limestone Generating station project

<u>ADMINISTRATION COSTS</u>	224,000
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<u>WORK-BASED TRAINING</u>	<u>1,302,488</u>
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- Funding in 1986/87 phasing out CTST (\$1,292,275) and G.I.T. (\$10,213)
- | | |
|--|--------------------|
| | <u>\$7,322,394</u> |
|--|--------------------|

<u>UNEMPLOYMENT INSURANCE</u>	\$ 420,000
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- Apprentices eligible to collect unemployment insurance, may collect benefits in lieu of training allowances or as a top-up to allowances. CEIC clients referred into training other than apprenticeship, also may receive Unemployment Insurance benefits. Total unemployment insurance benefit received by apprentices is estimated to total about \$2.1 million in 1986/87. About 80% of the benefits are funded through employer and employee contributions while the balance (20%) is funded by the federal government from tax revenues. The amount of \$420,000 stated above represents the federal 20% share.

TOTAL FEDERAL INVESTMENT*	<u>\$7,742,394</u>
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* excludes administration support costs of the federal government

4.3 IDENTIFICATION AND DETERMINATION OF PROVINCIAL INVESTMENT

Investment by the Manitoba Government constitutes those costs associated with operating the Apprenticeship Branch of the Manitoba Department of Labour and costs to the Department of Education resulting from unrecovered institutional training costs.

Costs of the Apprenticeship Branch include the staffing of 26 positions and other operating expenditures including supplies, travel, printing, etc. Gross operating expenditures totalled \$857,200 in 1986/87. This gross amount was offset by federal administrative cost recoveries totalling \$166,900 for a net cost to the province of \$690,300. The following table presents details of this expenditure.

Apprenticeship Training Branch Gross Expenditure - 1986/87

Staff	<u>26.00 SY</u>
Operating Costs:	
Salaries	\$758,200
Other Operating Costs	<u>99,000</u>
Gross Expenditures	<u>\$857,200</u>

Net additional costs to the Department of Education are calculated at \$1,035,000 for 1986/87. This cost represents community college training costs not recovered in the per diem rates calculated under the funding arrangements. In essence, this cost is attributable to the difference between the cost of available apprentice program institutional training capacity and the actual capacity utilized by the program for which costs are recovered.

4.4 IDENTIFICATION AND DETERMINATION OF THE APPRENTICE INVESTMENT

The study has looked into the investment by apprentices, both as they enter the program, and as they proceed through the apprenticeship program. Attempts have been made to quantify many of these costs through direct contact with employers and apprentices.

Apprentices have many direct or indirect costs associated with their schooling and work. These include the following:

- Apprenticeship program registration fees (may be reimbursed by some employers if program successfully completed and they remain with that employer throughout their training period - \$10).
- In some trades, the apprentices are responsible for providing their own tools; in other trades, the employer provides the tools (e.g. auto mechanic generally varies from \$1,000 for level 1 to \$2,000 for level 2; steel fabrication, \$100 for level 1 to \$250 for level 3.)
- Apprentices may accept a lower rate of pay during their apprenticeship training than they could in other jobs, (e.g., as a general labourer where the annual salary of an average apprentice is \$8,000 less than the annual salary of general labourer) while at the average weekly earnings there is no differential between apprentice earnings and those of an "average" worker. Some apprentices may be better off in their apprenticeship program in terms of earnings while others may have accepted a lower wage. Therefore, it is difficult to estimate the "foregone earnings" of apprentices while in training and the study has assumed a nil cost for this component.
- Apprentices lose income while attending school every year (instead of working). Some of this wage loss is made up through training allowances and unemployment insurance payments). In a few trades, employers may "top up" the wage to the general apprenticeship rates. An average of \$1,000 is lost per apprentice during the in-school portion of their training.

- Costs of travel to school and room and board, etc. (for rural apprentices); these costs may be substantial and may not be fully subsidized in all cases.
- Contributions to the U.I. program, which are then drawn upon by apprentices while in institutional training, are estimated at \$219 per apprentice (based on the total U.I. payments).
- The substantial delays in receiving unemployment insurance payments often cause undue hardships on apprentices. Many do not receive their payments until after they have completed their block of in-school training and have returned to their previous jobs. While in school, some of these individuals may be required to draw upon personal savings and/or incur interest expense on money borrowed.

4.5 IDENTIFICATION AND DETERMINATION OF INVESTMENT BY THE EMPLOYER

The investment by employers was derived through research in a wide variety of cost and information areas. Sources of information included: The Construction Labour Relations Association of Manitoba, surveys of employers and surveys of members of trade advisory committees. Through contact with various persons and these organizations, attempts have been made to quantify the employer costs.

In the recent survey of Manitoba firms with apprentices who have graduated within the past year, employers were asked to estimate the percentage of their firm's overall operating costs which go towards apprenticeship training. Responses indicated that 73% were spending less than 10% of their operating costs, with 23% indicating 11% - 20% of operating costs. The remainder of employers indicated costs greater than 20%. (Table 4.4)

Employers were asked to outline those cost factors which they believe are very important or somewhat important factors. Factors mentioned included wages

paid to apprentices (95% of employers), lost production time for journeypersons (94% of employers), cost of providing on-the-job instruction by journeypersons (94% of employers), reduced production levels of apprentices (87% of employers) and wear and tear on equipment (68% of employers). Trade Advisory Committee employer representatives had similar important rankings. (Table 4.5).

It should be noted that most employers are small firms (less than 20 employees) and that administrative and wastage costs would be proportionally greater in these establishments.

Costs to employers include the following:

- The productivity of an apprentice is lower than that of journeypersons. While lower wages are paid to apprentices, these wage differentials are only in part able to make up for the lower output levels of apprentice trainees.
- Another significant cost is the lower productivity of those journeypersons who must constantly supervise and instruct the apprentices. Responses indicated productivity reductions of 10% for journeyperson carpenters to 50% for refrigeration and air conditioning journeypersons.
- The amount of time that the journeyperson spends directly instructing an apprentice. Employers indicated that a journeyperson may spend 3 or more hours per week with a weekly cost to the employer of \$75 or more in lost journeyperson production time.
- Employers are often required to allow their apprentices to attend training at critical times during the year, with little warning when this is about to occur. This can cause disruption in their operating/production scheduling.
- Apprentices have lower levels of production, often lower than the amount of the wage differential between apprentices and journeypersons.

- Apprentices have a higher level of material wastage and breakage than Journeypersons. Employer estimates quantified this factor at \$40 per month for motor vehicle repairers, to \$125 per month for dry wall lathers and 100% for refrigeration and air conditioning.
- Increased wear and tear on equipment over that of a certified journey-person. Most employers agreed that this was a cost but had difficulty in estimating the size of this cost component.
- Contributions to U.I. benefits drawn by trainees while attending institutional training are estimated at \$306 per apprentice (based on the share of U.I. paid).
- The additional costs of contracting out and/or the hiring of replacement workers and extra overtime (where necessary) when apprentices are taking their in-school training.
- The increased accident rate of apprentices and associated costs. Employers indicated cost increases of 100% of normal for apprentices or quantified these costs in the neighborhood of \$500 per year additional. An additional cost is the increased Workers' Compensation levies for an industry due to their higher accident rate because of apprentices.
- Employers find higher administration costs for apprentices due to the need to complete various forms, hiring replacement workers, monitoring, turn over and dropout of apprentices, etc.
- Liability and insurance costs may also be affected and increase due to the presence of apprentices.
- Employers also pay wages to their apprentices and although not a strict cost (as the employer obtains the value of production from the apprentice) the amount of wages paid to apprentices is significant; in excess of \$60 million. This cost to employers has not been included in this costing exercise as it was assumed (to simplify matters) that the value of production offsets the wage paid to the apprentice.

- Employers also pay taxes, unemployment insurance premiums, CPP, etc. on behalf of these employees. Many employers pay to apprentices benefits at the full journey person's rate and continue their benefits while the apprentices are in-school.
- Some employers donate their time to sit on the Apprenticeship Board and trade advisory committees to ensure that the curricula are kept up to date.
- Some employers may "top up" an apprentice's training allowances and U.I., while in school, to their regular wage level.

Employers were asked to estimate the effect on their general operating costs if the firm did not train any apprentices: 14% thought that their costs would go up, 41% that costs would go down, 30% thought costs would remain the same, while 15% were not sure of the impact (Table 4.6). Trade advisory committee employers indicated similar responses.

Employers were also asked to estimate the effect on the overall productivity of their firm if they did not train apprentices. While 44% thought that their firm's productivity would increase, 19% thought it would decrease, 24% remain the same and 13% were not sure. Similar responses were indicated by trade advisory committee employer representatives (Table 4.7).

4.6 THE BENEFITS TO VARIOUS PARTICIPANTS OF THE APPRENTICESHIP PROGRAMS

There are a number of benefits the various participants obtain by participating in the Apprenticeship Program. For apprentices, these include:

- The opportunity to work and earn a living and at the same time train in a high skill area.
- Training is obtained by the apprentice at little or no outlay by the apprentice. Cost is largely that of foregone wages, assuming alternate employment would have a higher wage than apprenticeship.

- There is the promise of a high paying quality job at the end of training.
- The opportunity for skills which allow for mobility, both within the province and to other provinces, especially in the "red seal" trades.
- Training in an industrial setting establishes a linkage between employer and apprentice which often leads to permanent employment.

Employer benefits from the Apprenticeship Program include:

- The opportunity to train workers in a standardized high quality training program to ensure qualified workers.
- Ensures the employer of the highly trained workforce they require, trained on their own equipment and at a high skill level.
- The reduced wages of the apprentice during training.
- The production and output of the apprentice.
- Most of the training is undertaken by small firms who could not otherwise afford to establish their own in-house training programs.

Federal government and provincial government benefits include:

- Taxes gathered from employers and apprentices.
- The training of a skilled workforce at a relatively low cost.
- A more responsive labour market in the long term - the Apprenticeship Program is market driven and regulates itself. During stable economic conditions, this self-regulation works well by expanding and contracting in unison with the level of economic activity. When economic conditions are not stable, the demand/supply balance will be temporarily interrupted.

This can be a serious problem during periods of strong economic growth as the available labour force cannot meet rapidly rising demand for skilled workers because of the long lead time required for a trainee to reach journeyperson status.

- Workers who are mobile and can move from firm to firm and between regions or provinces with easily transportable skills.
- The majority of the training cost is borne by "private sector" firms, the majority of which are of less than 20 employees and are not large enough to support their own "in-house" training programs.
- The program provides the trained/skilled workers necessary to support a strong economy.

4.7 CONCLUSIONS

The aggregate annual identified investment by all parties in the training of an apprentice is about \$20,000. This is equivalent to an annual investment in apprenticeship training totalling about \$66 million in fiscal year 1986/87 (see Table 4.8 for the details for each of the participant groups).

The investment in apprenticeship training by each of the four participants is summarized as follows:

SUMMARY OF INVESTMENT IN APPRENTICESHIP TRAINING (1986/87)

	<u>TOTAL INVESTMENT</u>		<u>INVESTMENT</u>
	<u>\$</u>	<u>%</u>	<u>PER APPRENTICE</u>
Public Sector:			
Federal Government	7,742,394	11.8	2,943
Net Provincial Government	1,725,300	2.6	541
Private Sector:			
The Apprentice	4,000,000	6.1	1,250
The Employer	<u>52,080,000</u>	<u>79.5</u>	<u>16,406</u>
Total Cost	<u><u>65,547,694</u></u>	<u><u>100.0</u></u>	<u><u>20,484</u></u>

The bulk of the investment in training (86%) is borne by the private sector (i.e. the employer and the apprentice) with the two levels of government combining to provide 14% of the total investment. This relationship of 86% private sector investment to 14% government investment also reflects the ratio of time spent by an apprentice in private sector training (approximately 85%) and in institutional training (approximately 15%).

The employer contributes the largest share, supporting about 80% of the total, with the federal government second at about 12%, followed by the apprentice with a 6% share and the Manitoba government at about 3%. Costs to the two levels of government are relatively low, in relation to the total investment in training by all participants (see Chart 6).

Federal and provincial government expenditures can be considered reasonably accurate, as they are, for the most part, based on audited and published information. Apprentice and employer expenditures represent conservative approximations because some of the costs have not been quantified (e.g. foregone earnings of the apprentices, additional costs to the employer for contracting out and the hiring of replacement workers when apprentices are in-school, etc.).

CHAPTER 5

EMPLOYMENT EQUITY IN APPRENTICESHIP TRAINING

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EMPLOYMENT EQUITY IN APPRENTICESHIP TRAINING

5.0 INTRODUCTION

The purpose of this chapter on employment equity is to identify barriers which prevent women, natives, the physically disabled and visible minorities from accessing the Apprenticeship Training Program and to identify methods to eliminate the barriers.

For purposes of the study, employment equity has been defined as a program to bring about equal representation of target groups (women, natives, physically disabled and visible minorities) in apprenticeship training equal to their proportion of the population of Manitoba. The basic philosophy of an employment equity program is to create opportunities for special needs groups to have an equal choice of careers and employment in society.

For purposes of our study, we have defined:

Native Person: an individual who generally perceives herself/himself to be a Status Indian, Non-Status Indian, Metis or Inuit.

Physically Disabled Person: an individual who has a substantial physical disability, infirmity, malformation or disfigurement that is caused by bodily injury, birth defects or illness and includes a person who has epilepsy, paralysis, amputation, lack of coordination, blindness or visual impediment, muteness or speech impediment or physical reliance on a seeing eye dog or on a wheelchair or other remedial appliance or device; or a person whose learning or comprehension capacities are significantly less than normally expected from a person of his/her age and experience, but who is capable of performing some tasks in a reliable manner under reasonable supervision.

Visible Minority: an individual who considers herself/himself to be Black African or of Asian ancestry, or belong to any other non-white group, except native persons.

The number of target group members in apprenticeship training is known only for women and natives. The number of women has been kept since 1980 and the count for native persons has only been kept for 1986. The figures for native participation are only kept for those involved in Limestone training. Those who have entered apprenticeship training have been excluded from the figures. As of December, 1986, there were 990 active native apprentices representing 29.6% of total active apprentices. For women, there were 54 or 1.6% of active apprentices. The natives were training in 21 trades and women were training in 13 trades (see Table 5.1). Manitoba does not have many trades which are considered traditional for women other than cooks.

For women, enrollment data has been collected since 1980 (see Table 5.2). That year had 18 women actively enrolled in apprenticeship training. The WITT program (described in Chapter 2) increased the number of women to 27 in 1981. During the recession, the number of active women apprentices remained between 23 to 25. However in 1985, enrollment increased to 35 and 1986 saw a jump to 54 female apprentices. Besides the construction boom in the province, the recruitment policies and efforts for the Limestone Hydro Project had a dramatic effect.

5.1 A REVIEW OF LITERATURE

In the past years, there has been a flurry of papers written on employment equity and the measures needed to achieve it. In addition, the Royal Commission on Equity and Employment (Abella Commission) generated a number of discussion papers not only outlining the barriers to employment, but also the social and economic costs of discrimination to Canadian society.

In an article written by Morton Weinfeld to the Abella Commission on "The Social Costs of Discrimination in Canada"¹, Weinfeld points out effects of discrimination are usually considered non-economic but in fact cause real economic hardship to the person being discriminated against, and also for the country in terms of lost productivity, welfare expenditure, stress-related alcoholism, and other social costs related to crime, family disruption, and medical treatment.

While legislative changes have been made to eliminate the most blatant forms of discrimination, efforts now must be made to remove structural or institutional discrimination which severely limits or excludes various groups from opportunities. "This discrimination can compromise traditionally accepted ways of education, hiring, promoting or remunerating people that inadvertently have the result of excluding various groups from desired social roles or occupations. Building inaccessible or educational materials unavailable to disabled people; old-boy networks; admissions criteria that penalize groups which include poor or culturally dissimilar people, and fail to recognize achievements and qualities of a different nature; hiring criteria that presume certain jobs may go only to men, or to people of certain height or weight, or with a college degree, where these may not be bona fide requirements but rather traditional screening devices."² Weinfeld concludes that the unused or underused talent and creativity of the disabled, non-whites and women may be our greatest loss.

1. Weinfeld, Morton, "The Social Costs of Discrimination in Canada", Equality in Employment, A Royal Commission Report, Research Studies, Judge Rosalie Silberman Abella, Commissioner; Minister of Supply and Services Canada, 1985; pages 389-400.

2. Ibid; page 389.

Naresh C. Agarwel³ also reviews many studies on the economic costs of discrimination in his article for The Abella Commission. While not all the findings could be shown in economic models, some interesting observations could be made:

- a) "Both the rising level of education and increasing economic necessity for work imply that supply-side factors may not be very powerful explanations of occupational segregation of women. Instead, demand-side factors such as stereotyping of women with respect to their suitability for various occupations and discriminatory hiring policies may be more important explanations."⁴
- b) Occupational segregation for both women and minority groups has significant economic costs in loss of potential national income.
- c) Agarwel reviewed two studies which tried to measure the costs of discrimination to employers. While these results cannot be generalized, they do point out that the costs to employers who discriminate could be substantial.
- d) Finally, Agarwel concludes "Underutilization of minority workers can entail significant economic costs in terms of lower national output, labour market inefficiency and high inflation, and excessive welfare costs. Unless policies are developed to integrate minority workers more fully into the labour market, these costs are likely to escalate in the future."⁵

3. Agarwel, Naresh C., "Economic Costs of Employment Discrimination", Equality in Employment, A Royal Commission Report, Research Studies, Judge Rosalie Silberman Abella, Commissioner; Minister of Supply and Services Canada, 1985; pages 401-419.

4. Ibid; page 405.

5. Ibid; page 418.

There also have been a great number of studies which endeavour to identify barriers to accessing equal employment opportunities for women, natives, the physically disabled and visible minorities. As these studies demonstrate, each group has been adversely affected by a number of perceived barriers that can be particular to each target group.

In planning any employment equity program, identification of barriers in access to employment opportunities is the first step in developing solutions to access problems. In his report to The Abella Commission, Phillips⁶ identifies the following barriers for each target group.

Women: "Women wishing to enter "non-traditional" training find training and apprenticeship systems operating to exclude or discourage them. Women entering non-traditional jobs find hostile working conditions, inadequate facilities, and inflated job standards. The absence of other female workers or of role models in those non-traditional occupations discourages women from entering training or entry level jobs."⁷ Phillips goes on to say that since women also have the majority of family responsibilities, they are also forced to accept jobs with no overtime or part-time jobs. Due to periods of absence from the labour force they are also penalized with loss of seniority and benefits. Lack of adequate child care is also a contributing factor.

6. Phillips, D. Rhys, "Equity in the Labour Market: The Potential of Affirmative Action", Equality in Employment, A Royal Commission Report, Research Studies, Judge Rosalie Silberman Abella, Commissioner; Minister of Supply and Services Canada, 1985; pages 51-111.

7. Ibid; page 57.

Natives: "Native people face many employment barriers, including language and cultural barriers, limited access to education, few facilities for training, geographic isolation, higher transportation costs, and the personal bias some employers hold against them. Other barriers that traditionally exclude native people are job requirements that include academic achievement or experience in the occupation."⁸ These problems will become more serious as the native "baby boom" of the sixties and seventies will substantially increase the native working age population in the eighties.

Disabled People: Phillips outlines three specific barriers facing disabled persons:

- a) Societal perceptions of what disabled are capable. Employers are not willing to examine and restructure jobs that would allow disabled people to work productively.
- b) "Disabled persons generally have less training, education and experience than other workers and therefore are screened out from those jobs calling for such qualification. Pre-market discrimination, particularly in the educational and training areas, takes a heavy toll."⁹
- c) The third barrier is lack of physical access to the work.

Visible Minorities: There are basically two groups of visible minorities. The first is the group which has historical roots in Canada. Since data are absent, it is difficult to know how this group is different from other Canadians and specifically what are their barriers to employment opportunities. The second visible minority group is the recent immigrants that

8. Ibid: page 58.

9. Ibid: page 58.

suffer from language barriers, cultural shock and could have a lack of previous access to education and training. Those well educated immigrants are discriminated against because of lack of "Canadian" experience and lack of recognition for their credentials. Both groups can suffer from racial prejudice.

Both Boothby¹⁰ and Cohen¹¹ identified further barriers to women reentering the labour force or to women participating in non-traditional occupations.

Cohen's study points out that women who expressed interest in a non-traditional occupation were told the jobs were dangerous, dirty and a "threat to their femininity" by counsellors, employers, unions and male co-workers. Many women because of such attitudes felt isolated and depressed. They also had to contend with being told they were physically inadequate, having to cope with inadequate washroom facilities and also being required to live up to higher work standards than men.

Boothby yet named others, such as Canada Employment Centre counsellors may steer women in traditional female occupations because much of the material used in counselling suggests a realistic choice of careers. This material may reinforce a traditional choice. Boothby's analysis of wage data also showed generally women who worked in non-traditional occupations earned no more than women in clerical occupations.

10. Boothby, Daniel, Women Reentering the Labour Force and Training Programs, Evidence from Canada, Economic Council of Canada; Minister of Supply and Services Canada, 1986.

11. Cohen, Leah, A Review of Women's Participation in Non-Traditional Occupations: Technical Study 8, Task Force on Labour Market Development, Minister of Supply and Services Canada, July 1981.

Even though women may be fully trained in a non-traditional occupation, they perceived little chance to find employment in their occupation.

Both Cohen and Boothby recommend retraining of CEIC counsellors and a redevelopment of materials to provide greater assistance in encouraging women in their "non-traditional" occupational choice.

A review of the literature demonstrated there are deep-rooted societal barriers which deny access to the target groups of full employment equity. For each target group, the barriers are different and complex. The costs are both social costs due to lack of fulfillment and underutilization of talents and creativity as well as economic costs of social welfare programs, lost productivity of workers and loss of earning potential of target group members.

5.2 INFORMATION FROM THE PUBLIC ON EMPLOYMENT EQUITY

As employment equity was a major objective of the Canada/Manitoba Apprenticeship Training Study, public input on identification of barriers to access to apprenticeship training for women, natives, physically disabled and visible minorities and possible solutions to overcome these barriers was sought from all groups in the study. The survey collected information from trade advisory committee members, employers, journeypersons, instructors and provincial and federal counsellors. The public forums were used to generate discussions for employers' associations and employees' associations. Women who were currently in apprenticeship and those who had already qualified were invited to a public forum to discuss their experiences in entering a non-traditional occupation. The outcomes of the surveys and public forums are discussed below.

5.2.1 Results from the Surveys on Employment Equity

There were generally differing sections of the survey dealing with employment equity. Barrier identification for each target group was asked of all survey participants. Employers, instructors, counsellors and trade advisory

committee members were asked to present solutions for each target group; and journeypersons about solutions generally. Employers, instructors, counsellors and trade advisory committee members were asked what type of assistance should be made available for target group members, employers and institutions to increase participation of target group representation in apprenticeship training.

Identification of Barriers

Respondents were asked to identify barriers by checking off those that applied to the target group. Where respondents did not check, it was assumed the respondents did not think the listed barrier applied. Where there were no checks in the entire section, the responses were counted as missing values. Therefore, the percentages listed below are only for those who responded. This was 90 or 56.8% for employers, 150 or 50.5% for journeypersons, 38 or 90.5% for instructors, 30 or 78.9% for trade advisory committee members, and 100% for counsellors.

Women: Table 5.3 represents what all survey groups thought were barriers to women entering apprenticeship training. The six most frequent barriers identified were:

- a) physical prerequisites
- b) lack of prior work experience
- c) ability to find a sponsoring employer
- d) attitudes of employers
- e) family responsibilities
- f) lack of support for day care.

It was interesting to note both journeypersons and counsellors rated physical prerequisites as a barrier much lower than the other responding groups of employers, instructors and trade advisory committee members.

Natives: Table 5.4 contains the survey respondents' ratings of the barriers to apprenticeship training for native people. The six major

barriers were:

- a) lack of formal education
- b) ability to find a sponsoring employer
- c) lack of prior work experience
- d) attitudes of employers
- e) attitudes of employees
- f) attitudes of group members.

These barriers are ranked from most frequently identified.

Physically Disabled: Table 5.5 represents the responses from all groups on what was considered to be a barrier for a physically disabled person to apprenticeship training. The six major barriers from highest to lowest were:

- a) physical prerequisites
- b) physical layout, equipment and facilities in the workplace
- c) ability to find a sponsoring employer
- d) attitudes of employers
- e) lack of prior work experience
- f) conditions of employment (eg. hours of work, location).

Visible Minorities: Table 5.6 outlines what the survey respondents thought were barriers to access to apprenticeship training for visible minorities. The six major barriers were:

- a) ability to find a sponsoring employer
- b) lack of prior work experience
- c) attitudes of employers
- d) formal education
- e) attitudes of employees
- f) attitudes of group members.

In examining the barriers for all target groups, it can be easily identified that attitudes towards target members is still one of the most common barriers and is the most difficult to overcome.

Suggestions to Overcome Barriers

The next set of questions asked the respondents to suggest ways to overcome the barriers to apprenticeship training for target group members. Each survey group besides journeypersons were specifically asked for each target group.

Women: On Table 5.7, the responses suggest ways to overcome barriers for women. Unfortunately, there was a reinforcement of some of the negative stereotypes that women were not strong enough, the jobs were too strenuous or women will not stay on the job site.

Some of the positive suggestions were: the need to establish better and more day care, the need to involve women in more mechanical training in high schools, and better and earlier counselling so more women will consider non-traditional occupations.

The need to change employer attitudes was also recognized with suggestions to publicize success stories to industries and to provide funding for on-the-job training.

Natives: Table 5.8 outlines the suggestions for removing barriers for native persons. All survey groups indicated upgrading, pre-employment courses and work experience programs were important for this group. Counselling and life skills were also identified for this group.

Both counsellors and instructors recognized that cultural differences also created some problems.

Physically Disabled: Suggestions to remove barriers for physically disabled are found in Table 5.9. In most cases, responding groups recognize that fitting into apprenticeship training would depend on the individual's disability. Therefore, any program to increase participation of physically disabled would have to be done on an individual basis. Many

other suggestions were made about increasing access to the workplace. Trade advisory committee members indicated safety in the workplace was also a concern.

Visible Minorities: Table 5.10 contains the responses for removal of barriers for visible minorities. The main recommendation from all survey groups was to improve language skills for this group.

Attitude against minorities was also recognized as a problem.

Responses from Journeypersons

Due to the general nature of the question on overcoming barriers on the journeyperson's survey, the responses in Table 5.11 were a single response and difficult to categorize. The major suggestions were: disabled should not work in some trades; an education program should be developed to show employers the abilities of the target group members; and society's attitudes must change.

Assistance to Target Group Members

In Table 5.12, the various survey groups were asked if target group members required assistance to increase their participation in apprenticeship training. Employers (60.6%) and trade advisory committee members (69.2%) indicated assistance was not needed. Instructors were almost evenly divided on this topic. However, counsellors overwhelmingly agreed target group members needed assistance to increase their participation in apprenticeship training.

Suggestions for assistance were nearly the same for all survey groups. These included financial/wage assistance, support services and counselling, more pre-employment, upgrading and special training, better transportation and more day care. The counsellors also added job placement assistance.

Additional Costs to Employers to Train Target Group Members

Employers and the employers' representatives from the trade advisory committees were asked if there would be any additional costs to employers to include target group members in apprenticeship training. Just over half of the employers and about 70% of the trade advisory committee members indicated there were additional costs (see Table 5.13).

These costs were then specified by some respondents for each target group. For women, employers indicated they would need to add washroom facilities for women and perhaps to purchase some different lifting equipment. For natives, the responses indicated absenteeism was an additional cost and generally natives took longer to complete apprenticeship training. While the number of responses were getting smaller, the employers indicated language problems were an additional cost.

The responses for physically disabled were quite varied. Some employers indicated it would depend on the extent of disability. Other items listed were making the workplace accessible, special tools or equipment and transportation costs.

While listed above are the costs the employers identified, Table 5.14 indicates the number of employers who indicated they would require assistance to hire target group members. For employers, 54.9% indicated yes and for trade advisory committee employers' representatives, 64.7% indicated yes. The employers indicated wage assistance was required and assistance for physical plant alterations.

Employers Currently Training Target Group Members

Of the 142 employers responding to this question, 13.4% were training target group members at the time of the survey (Table 5.15). Seven (7) employers indicated they were training women, 4 were training natives, 4 were training visible minorities and 9 were training physically disabled.

Those employers who were not training target group members gave the following reasons:

- a) No target group members applied - 42.1%
- b) Not training currently - 15.7%
- c) Type of work not suitable - 4.1%
- d) None were qualified - 3.3%
- e) Previously had a bad experience - 2.5%.

Conclusions from Surveys

The surveys indicated attitudes are still perceived as the largest barriers to increasing the access to apprenticeship training for target group members. For every target group, the attitude of employers was among the six most often identified barriers. For natives and visible minorities, employees' attitudes were also noted as important barriers. This points to the fact that creating positive experiences for employers, employees and target group members could help to eliminate this barrier.

Employers would be more inclined to accept target group members if they are better prepared by having previous work experience, more upgrading and an improved knowledge of what the trade was all about.

Employers would also like wage assistance and some subsidy for workplace modification where required in order to accept more target group members.

5.2.2 Results from the Public Forums on Employment Equity

Three groups were involved in the public forums. These were employers' associations, employees' associations and women in apprenticeship training. Each had a differing point of view on the topic of employment equity. (Summary of the public forums can be found in Appendix B.)

Employers' Association

There were several points from an employers point of view that were raised in this session. The representatives for the employers' association said

you cannot get people to take the jobs if they do not want them; so how can they fill quotas. There are a wide range of barriers for each group and must be identified for each group.

The representatives also said they wanted to be fair to everyone and select people for their qualifications as opposed to target group representation. Some of these employer representatives still maintained the work was too strenuous for women or the physically disabled.

However, the employer representatives did agree they should be encouraging employers to hire target group members to avoid any legislated quota system being placed upon them.

Employee Representatives

The employees'/union representatives had a longer discussion on employment equity. The barrier to apprenticeship training identified is common hiring practices by employers as they want the most productive people possible. Incentives may be necessary to encourage them to hire more target group members.

One union representative of injured workers said it was difficult to get employers to rehire qualified workers who had some disability because of an injury on the job.

The union members also found barriers for each target group were so complex that an individual assessment would be necessary. This was particularly true for disabled workers.

Solutions proposed to encourage the hiring of target group members included incentives built into the contractors' tendering specifications; and the European model, where firms of 50 or more employees are required to hire and train two disabled people, then guarantee employment when training is finished.

The union representatives also had some discussion on whether compulsory certification would assist in achieving employment equity.

Women in Apprenticeship Training

Women who were currently enrolled in apprenticeship training and those who were certified tradespersons were invited to a public forum to discuss their experiences and to examine their proposed solutions to the problems.

The women identified society's attitude as a major barrier. Some women said they had to search long and hard to find employers to sponsor them because employers still think "girls" cannot do the job. Others had experienced problems with getting information or counselling from counsellors; "When I was trying to get into the pre-employment course, it was in fact the counsellor who suggested I wouldn't like it and it was a dirty and heavy job. His daughter was a flight attendant and it was a great job, and that was what I should get into."

It was also interesting to note all the women in attendance had taken pre-employment or pre-trades courses. Most had pre-employment. One woman indicated when she looked for a job without the pre-employment course she was ignored. The course became essential.

There were other problems which discourage women from entering apprenticeship training. There is a lack of day care for the in-school training and also for a career. Many of these jobs are shift work and it is difficult to find someone to take care of the children. The in-school portion of training sometimes means that women must be away from home for six week periods which is impossible, as they still carried most of the family responsibilities.

The women indicated these career decisions for a non-traditional occupation were made when they had worked in a traditional female job. Therefore, the women were in their mid-twenties when they made career decisions. They indicated they had to be more mature to handle the barriers faced in a non-traditional occupation.

The women then discussed their experiences working with men on-the-job. Often, they experienced social isolation because they were the only women and this created stress. Also, if men did not want to show women how to do the tricks and short cuts on the job, they just would not. It was also more difficult to make a mistake. The men would talk about it for days. Generally, it took awhile for the men to get comfortable working with the women.

The group also discussed how difficult it was for native women to get into apprenticeship training. Sometimes there was pressure from the band not to enter training.

In the next segment, the women discussed how barriers to training could be removed. These were their suggestions.

- a) Better coordination and support from counselling services at CEIC. Women need to be encouraged to take the pre-trades courses and also need to get proper information quickly.
- b) Counselling must be done in the high schools to present non-traditional occupations as a real career choice.
- c) Role models are needed for women both at the high schools which could be accommodated by having women talk to high school students and at community colleges where efforts should be made to find qualified female instructors.
- d) A support group for women in apprenticeship or non-traditional occupations could be formed to help women deal with the problems and social isolation of working in an all male shop.
- e) Apprenticeship counsellors need to be more sensitive to the problems experienced by women.

The discussions at the public forums from all three groups reinforced the fact that attitudes are still a major barrier.

5.3 DESCRIPTION OF CURRENT PROGRAMS TO INCREASE TARGET GROUP PARTICIPATION

Manitoba has, over the years, made a number of efforts to increase access to non-traditional occupations for target groups. Many of the efforts have been undertaken in cooperation with the federal government.

5.3.1 Efforts within Apprenticeship and Training, Manitoba Labour

There have been two important policy decisions in Apprenticeship and Training which would provide role models for target group members. These are:

- a) Where possible, target group members who have been qualified would be appointed to trade advisory committees and the Apprenticeship Board.
- b) The branch has sought out qualified target group members as apprenticeship counsellors. There are currently two women counsellors; one in Winnipeg and another in rural Manitoba.

In preparation for the Limestone Hydro Generating Project, Apprentice counsellors prepared and delivered an outreach program to ensure participation of northern natives in the project. Counsellors visited northern communities where they assessed skill levels of Natives in order to place them in the appropriate training. Follow-up was conducted and those participants who were qualified and interested were assisted with employment and were registered as apprentices.

The branch has also initiated an Inter-departmental committee on Women in Non-Traditional Occupations. The committee will examine efforts across a number of departments in an effort to coordinate information, services to women and design and develop programs to encourage women into non-traditional occupations.

The Apprenticeship and Training Branch together with Red River and Assiniboine Community Colleges have begun to develop a cooperative education program to encourage women into non-traditional occupations. The colleges are currently preparing proposals. The Apprenticeship Counsellors will be involved in identifying employers for the initial training period and assisting students in future job placement on completion of their initial training.

5.3.2 Community College Programs

Manitoba's Red River Community College and Assiniboine Community College have developed and delivered a number of courses which assist women in determining career choices. Many of these offer the career option in the non-traditional area.

a) Employment Orientation for Women - Red River Community College

The purpose of this course is to provide women with information, self-confidence and skills required for entering or re-entering the workforce. The course also assists women who are already in the workforce but are underemployed to reassess their situation to a more suitable career choice. The program includes personal growth, career exploration and on-the-job experience.

Financial assistance has been provided by the federal government.

b) Career Orientation - Red River Community College

This course focuses on preparing students to make decisions about entry, training programs or upgrading. The program includes areas of understanding lifestyle and change, personal values, job interests, traditional versus non-traditional jobs, rights under the law and goal setting.

Financial assistance has been provided by the federal government.

- c) Pre-Trades Training for Women - Red River Community College
- Assiniboine Community College

The pre-trade courses expose women to a number of trades occupations in order to enable them to make a more educated career choice.

Financial assistance has been provided by the federal government.

- d) Pre-Technology for Women - Red River Community College
- Assiniboine Community College

The purpose of this course is to prepare women to enter the industrial technology courses at the community college and as well as provide women assistance in making a career choice. The course includes reading and study skills, science and mathematics, introduction to computers, career planning, laboratory activities, industrial tours and work placement.

Financial assistance is provided by the federal government.

- e) Career Opportunity in Preparation for Employment (C.O.P.E.)
- Assiniboine Community College

The purpose of this course is to provide single parent women who are on social assistance to develop life management, career decision-making and employment readiness skills. The program includes skills on communication, self-confidence, stress management, parenting, family health and coping with dual responsibilities as well as work experience, career choice and job search.

- f) Support Services at Red River Community College

Red River Community College also offers a number of support services for target group members. The women's coordinator assists with obtaining any information and provides counselling services. The Resource Centre for the Handicapped provides counselling and services for the disabled. Interpreters are available for deaf students and reading services for the blind. The college also provides a Reading and Study Remedial Centre and tutorial assistance in mathematics and science.

5.3.3 Other Manitoba Programs

New Careers Program

The New Careers Program provides both on-the-job and classroom training for people who have had little or no opportunity to take part in post-secondary education. The program participants have been of native ancestry (76%) and women (40%). The teaching program is competency-based training and individualized. On-the-job performance and classroom performance are combined to reach a competency in the module. Modules can be tailored to individual needs. Extensive support services are provided in Adult Basic Education, life skills. The staff at New Careers are also ready to provide other types of supports to workers, from providing babysitting to referrals for legal services and marital or personal counselling.

Workers are generally hired in the area trained for after the program.

While there are a number of different occupations, the apprenticeship trade of aircraft mechanic is delivered at Stevenson Aviation Technical Training Centre by New Careers.

The New Careers Program is cost-shared between Manitoba and the federal government.

Manitoba Job Training for Tomorrow: Women in Non-Traditional Occupations

Within the Job Training for Tomorrow Initiative of the Manitoba Jobs Fund, the component for Women in Non-Traditional Occupations provides employers with a wage subsidy for creating jobs for women in the non-traditional area. Employers are eligible to receive up to 50% of the hourly wage up to a maximum of \$4.00 per hour plus an employee benefit allowance of up to 10% of the wage assistance. Resources are available to assist employers in developing comprehensive on-the-job training and to provide support in offsetting the cost of supplemental/classroom training.

The program is open to all non-traditional occupations for women in which apprenticeship training is included. The forerunner of this program was the Women In Trades Training In the Apprenticeship and Training, Manitoba Labour. WITT was transferred to Manitoba Employment Services and Economic Security in March, 1986.

Limestone Training and Employment Agency

With the increase in employment activities created by the Limestone Hydro Generating Project, Manitoba Hydro and the various unions have a collective agreement which gives hiring preference to northern natives.

The Manitoba Government has also required construction contractors to include provisions of hiring northern natives in their contracts for the Limestone Hydro Generating Station.

In order to assist northern natives to become trained, the Limestone Training and Employment Agency has been set up. Funding is provided by both provincial and federal governments.

Women's Program, Limestone Training and Employment Agency

The Women's Program is a five-phase plan which is intended to bring northern women into non-traditional training. Due to the northern emphasis, many of the women are of native ancestry. The program has been scheduled for implementation in September, 1987.

The phases to the program are:

a) Phase I - Informational Workshop for Women:

This is a three-day community-based workshop.

b) Phase II - Pre-Trades Decision Making:

This course is 14 days and is community-based. Student allowances and day care is provided. The women have hands-on experience on projects provided by the community. This gives the participants an opportunity to try the occupation.

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c) Phase III - Pre-Apprenticeship Training:

This course is based outside the community. The program is 14 days long and provides hands-on experience as well as some academic training.

d) Phase IV - Institutional Level I Apprenticeship Training.

e) Phase V - On-the-Job Training:

This is at the Limestone site or with other northern contractors.

Access Program, Post Secondary Career Development, Manitoba Education

The Access Program provides support services for native students to enable them to have greater access to post secondary training opportunities. This model is aimed at providing access to community college and university programming. Academic support services are provided for orientation courses, special courses in mathematics, science, vocabulary and comprehension, and individual tutoring. Personal supports include relocation of student and family, financial counselling and arrangement of day care. Financial support is also provided where necessary.

This program is cost shared between the federal and provincial governments through the Northern Agreement.

5.4 CONCLUSIONS

Manitoba has put considerable efforts into trying to increase target group participation in apprenticeship training. In the early 1980's, the WITT program gave women an opportunity to get into apprenticeship training. The

number of women began to increase from 0.6% in 1980 to 1.6% of active apprentices at the end of 1986.

For natives, Manitoba has been successful in increasing participation to 29.6% of active apprentices. Their participation has been increased through the efforts of Apprenticeship and Training's Outreach Program in preparation for Limestone Generating Station and through contract compliance provisions required by the Manitoba Government. Training has been provided through the federal/provincial Limestone Training and Employment Agency.

Several new initiatives for 1987-88 are being prepared. Under Limestone Training, the Women's Program will increase the number of women in apprenticeship training. Apprenticeship and Training, Manitoba Labour and the community colleges are increasing their efforts through the development of cooperative education programs to encourage women into non-traditional occupations. Apprenticeship counsellors will assist potential apprentices with job placement.

The policies of Apprenticeship and Training are to provide role models for both target group members and employers by actively seeking qualified target group members to be appointed to trade advisory committees and the Apprenticeship Board, as well as apprenticeship counsellors.

Manitoba also has a number of other programs which assist target group members in making career choices. Programs such as New Careers and the Access Program provide extensive personal support to their client groups in the area of life skills, day care and financial support. While these programs are not only directed towards apprenticeship training, they add to the number of target group members.

The survey pointed to some commonly perceived barriers for all four target groups. These were: lack of prior work experience, ability to find a sponsoring employer and attitudes of employers. These results give a clear indication that we must provide target group members with pre-trades, and pre-

employment courses in addition to career decision making that would have them prepared to enter into apprenticeship training.

For some disadvantaged individuals, formal education and language skills courses will be necessary to assist these people with integration into the workplace. Women need further assistance through a better day care system.

A number of further efforts need to be made to further increase access. Strategies must include Outreach Programs and solid multi-faceted support systems for target group members. We need to recognize that to be successful, these programs need the necessary funding. The costs of implementing any further programs will vary with target group needs but will be necessary to allow target group members to fully integrate into all occupations.

Incentives to employers may also be necessary to cover the perceived higher costs to companies for hiring target group members. We must provide target group members with an opportunity to get experience in the workplace which was identified as a major barrier in the survey.

Target group members who are well prepared to enter into apprenticeship training will produce positive experiences for employers and will, in turn, start to remove the negative attitudes and stereotypes held by others in the workplace.

CHAPTER 6

RELATIONSHIP OF APPRENTICESHIP TRAINING TO
THE CANADIAN JOBS STRATEGY

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THE RELATIONSHIP OF APPRENTICESHIP TRAINING
TO THE CANADIAN JOBS STRATEGY

6.0 INTRODUCTION

The purpose of this chapter is to examine the relationship between apprenticeship training as a method for supplying the labour force with skilled workers and the Canadian Jobs Strategy (CJS) which offers alternative mechanisms for training directed towards employment deemed appropriate to labour market needs.

There are a number of similarities in the objectives of both programs. The program options of the Canadian Jobs Strategy are designed to be responsive to the needs for skills of the labour market. The Apprenticeship Training Program has a similar objective in that the future apprentice must find an employer who is willing to hire him/her in order to enter into an apprenticeship training agreement. Apprentices' employment can also be subject to disruption due to economic downturn which may adversely affect the continuity of training.

Many of the program options in the Canadian Jobs Strategy allow for a combination of on-the-job and institutional training. The arrangement of Apprenticeship Training has traditionally provided work experience in combination with obligatory institutional training to become one of the most effective training mechanisms.

To the end of March 31, 1988, all apprentices are funded by CJS under the Skill Shortage Program until new funding arrangements have been made between the federal and provincial governments.

As of December, 1986, 260 apprentices are being trained under the Skill Shortages Program in occupations that have been designated as being in

shortage by the Canadian Jobs Strategy. This represents 7.8% of all active apprentices. A number of apprentices may also be qualified under other CJS criteria. However, a significant proportion of the total number of apprentices currently being trained may not meet the criteria of any of the CJS program options.

6.1 COMPATIBILITY OF APPRENTICESHIP TRAINING WITH THE CANADIAN JOBS STRATEGY

Currently, apprenticeship training is being funded under direct purchase mechanisms with the federal government providing all costs for in-school training and income support. Where the apprenticeable occupation has been designated a skill shortage, the Canadian Jobs Strategy may provide employers who apply with wage reimbursement for work-based training under the Skill Shortages Program option. However, if apprenticeship training were to be totally funded under the specific criteria of the Canadian Jobs Strategy program options, then certain aspects of apprenticeship training and the Canadian Jobs Strategy would be incompatible. This section makes the assumption that all CJS criteria as stated in the policy and procedures manual would apply and points out where the Apprenticeship Training Program and CJS are in conflict.

6.1.1 Eligibility Requirement of Participants

In order to qualify for apprenticeship training, a person must be at least 16 years of age and, in most cases, have at least a grade ten education. The educational requirements vary by trade but are generally less than a full high-school diploma (see Table 2.2). A potential apprentice must find an employer willing to sponsor his/her training and after a probationary period of 90 days, an agreement is signed between the employer, the apprentice and the Department of Labour.

In the Apprenticeship Training Program, the 90-day probationary period requirement before signing an agreement would necessitate a modification in

the eligibility requirements in the Canadian Jobs Strategy or the training period must be deemed to have started from the first day of employment.

At present, employers are basically free to hire whomever they wish. Often because training an apprentice costs employers a substantial amount, employees are recruited from within the plant or recommended by unions, community colleges and secondary schools (see Table 3.1).

To qualify under CJS program options, employers must hire individuals that meet the eligibility requirements of unemployment or combination of unemployment and/or gender or social and economic deprivation. Employers who have occupations which have been designated in shortage can hire with little restriction on the individual's characteristics.

As the training of an apprentice is a long process requiring an investment by the employer, many employers wish to give these opportunities to employees who have already established a solid employment record in the company. Unions also like to see members with some level of seniority being given an apprenticeship. In either case, under the application of CJS criteria many of these individuals would not qualify to have their institutional course costs and income support provided.

6.1.2 Apprenticeship Training, Canadian Jobs Strategy and the Employment of Women

All apprenticeship trades in Manitoba, other than cook, are non-traditional occupations for women. As of December, 1986, 1.6% of active apprentices were women. Although the intent of the Canadian Jobs Strategy has placed emphasis to correct traditional imbalances in the work force, much of the training for women has been in the area of traditional occupations. Only a few women consider the career choice of non-traditional occupations. For those that do, the process is even more difficult as attitudes are still the major barrier to entry. Employers (see Table 5.3) indicated on the survey that a lack of prior work experience and the physical prerequisites of the jobs prevented women from entering trades. Extra encouragement is needed to assist women in obtaining apprenticeships.

At the public forum for Women in Apprenticeship Training, there were two points the women made about their career decisions for a non-traditional occupation:

1. They previously had been employed in traditional female occupations which did not suit their interests; and
2. They were in their mid-twenties when the career decision to enter a non-traditional occupation was made.

Both of these phenomena leave women out of the two major target groups of unemployed youth and reentry women.

Adding the strict criteria of CJS further limits the number of women who are entering non-traditional occupations. For example, women wanting to select a non-traditional occupation may currently be employed in a traditional occupation or the occupation in which she is interested is not a designated skill shortage. These further criteria of CJS act as yet another barrier into entering a non-traditional occupation. Waiving the unemployment, re-entry and skill shortage criteria for women entering a non-traditional occupation would assist women in achieving their career aspiration. The number of women needing this type of assistance would likely not be substantial enough to even have major funding implications for the Canadian Jobs Strategy.

The Canadian Jobs Strategy also offers employers a grant of \$10,000 to renovate workplaces to hire disabled persons. Some employers in the survey conducted for this study indicated they also needed to make renovations to their facilities to accommodate women. Many small employers do not have washroom facilities for women; while others indicated more hoists and lifting equipment would be required. As women are a major target group, it is proposed that similar types of grants be extended to promote employment equity.

6.1.3 Skill Shortage Determination and Labour Market Demand

As analyzed in Chapter 3, the Apprenticeship Program has worked well in terms of matching labour supply and labour demand over the long run. The program currently relies on employers' perceptions of the need for training, thus the program is market driven at the micro-economic level. Problems in the matching of demand and supply still occur in the short run where economic conditions change drastically over a short period of time, such as when mega projects are introduced or alternatively during periods of recession.

If the Apprenticeship program were to be moved into the CJS mainstream, most apprenticeship training would likely take place under the Skill Shortages program option. This option requires that an occupation be on a skill shortage designation list for training to be eligible for CJS funding. The designation of these skill shortages is determined at the macro-economic level through analysis of occupational supply data matched against indications of current occupational demand. This approach precludes consideration of specific firm and industry environments by examining labour market conditions in the aggregate.

There is a need to address a number of concerns that arise in conjunction with the possible application of the skill shortage designation process to the Apprenticeship Program. Briefly described these concerns include:

a) Accuracy of the Skill Shortages Identification Process:

There are a number of data and methodological problems which create a likelihood of inaccuracy when attempting to identify skill shortages and/or skill surpluses.

First and foremost, there is no rigid mathematical formula utilized in the skill shortage designation process because the available data is simply not substantial enough or accurate enough to support such a method. Skills are identified at the 7 digit CCDO level, but much of the

Information applies to a larger 4 digit code and estimations of the proportions represented by the 7 digit occupation must be made. Estimations of the current stock of labour for a specific occupation are just that, estimations. For many occupations quantitative supply information is not available at all. On the demand side, occupational requirements must be deduced from occupational distribution within industries applied to aggregated industry trends. This type of analysis fails to accurately assess growth within industries that affects certain occupations more than others. Over time, historical industry/occupation matrices, which currently are based on the 1981 Census, can change. Moreover the analysis relies on subjective perceptions of trends in industrial demand. Another major factor on the demand side is replacement demand or that demand which arises due to exits from the occupation due to deaths, retirements, mobility etc. Estimates of replacement demand are not based on accurate statistical information.

Due to these data limitations, the skill shortage designation process evaluates a number of criteria relating to the labour market situation. The quantitative criteria are necessarily augmented by qualitative criteria such as labour market intelligence obtained at the service delivery level by CEIC field staff. Depending on the occupation involved, the weight accorded criteria vary and involve judgmental decisions in order to label an occupation as one in shortage or surplus.

Additional estimates are required to determine the order of magnitude of any shortage and the geographical extent of the shortage. This impacts on the volume of training to be funded and the regions of the province in which training can take place. As with the shortage identification process, these estimates are strongly dependent on staff judgements.

Problems are likely to arise if inaccurate assessments are made. If a surplus or balanced condition is identified when a shortage actually exists, training funds will be cut off from occupations that are in low supply. This is not a serious situation for occupations in which the

training of an individual can be undertaken over a one year or even a two year period. Such training durations would allow for fine tuning on a fairly regular basis. However, the problem is more serious for the apprenticeable trades where the length of training is three to five years long and where the nature of demand is highly cyclical and seasonal.

The opposite situation of identifying a shortage when a surplus or supply/demand balance exists will, of course, result in the surplus situation being enlarged. However, it can be argued that the costs of the underutilization of labour force skills are much less to the economy than the costs of skill shortage which result in such eventualities as production delays, lost opportunities for attracting investment to the province and lost employment for those who could have been trained.

b) Need for Forecasting Skill Shortages

The natural course of action to account for the long lead time required to train an apprentice, is to forecast future demand/ supply imbalances in the trade, to determine if training is necessary in the present. An analysis that looks at the existing shortage/surplus situation in isolation will ignore important factors such as training lead time, long term industrial trends and the future impact of replacement demand. In the apprenticeable trades it is important to train ahead in anticipation of periods of strong economic growth. The Limestone construction project is a recent example where some employment opportunities for the Manitoba labour force were lost because of inadequate skill supplies.

The problem of matching demand and supply during periods of strong economic swings will occur with any process that bases its adjustments on current conditions. Thus, difficulties arise under the present system whereby apprenticeship training is based on the perceived labour requirements of individual employers. It is also likely to arise if the system comes to rely on the designation of current skill shortages to

Identify training demand as would be the case if apprenticeship were to be subsumed under the Skill Shortages program option of the CJS.

The analysis in this report suggests the current approach has worked well during stable economic times, when employment demand rises and falls in marginal amounts. A long term focus on identifying skill shortages would be a useful approach as a supplement to the current process, such that training requirements for periods of strong economic growth or large individual projects could be analyzed in advance to ensure that sufficient apprenticeship training is underway as a means toward limiting the extent of any potential skill shortages. The opposite problems of exacerbated skill surpluses during recessions is less costly to the economy as a whole and would be best corrected through the market mechanisms now in place. The recession that occurred during 1982-83 provides a recent example of the market itself making the necessary adjustment. As indicated in Chapter 2, registrations of apprentices declined substantially during and immediately following the recession and only began to rise again in 1985.

In terms of forecasting, the skill shortage designation process of CJS requires only that estimates be made of the expected persistency or duration of any existing shortage. This does not, however, address the need for a far sighted approach to occupational demand/supply analyses. The purpose is primarily to determine the length of time an occupation should remain on the shortage list. Since all designations are to be reviewed after a maximum of two years, it is not likely that the analysis will look past this two year time frame. Further, the identification of the degree of persistency is required only for those occupations currently in shortage. It does not account for occupations that may be in surplus or balance at present, but are likely to be in shortage within a year or two. Since apprenticeship training requires up to five years, the current designation process could contribute to future shortages by failing to allow training to begin in the present.

c) Maintaining the Quality of Apprenticeship Training:

The quality of apprenticeship training is likely to suffer from an on-again, off-again approach to training as an occupation moves from shortage to surplus. Community colleges have maintained their quality of education through high volume and stable course enrollments. A trade moving from surplus to shortage to surplus would eliminate stability in the numbers of enrollments forcing community colleges into a situation where they would have problems maintaining high quality teachers and upgraded equipment when training is required.

The analysis of the Apprenticeship Survey results in Chapter 3 indicated some problems have already been identified in terms of maintaining the quality of equipment and instructors and the updating of course curricula to account for technological change. While these problems with the apprenticeship program did not appear to be of a serious nature they underline the difficulties faced by Community Colleges in maintaining the quality of the in-school training component. Sporadic training that could result from adaptation of the Apprenticeship Program to the eligibility criteria of the CJS Skill Shortages Program would only tend to compound these difficulties.

d) Maintaining the Continuity of Training:

The possible on-again, off-again process of training for apprenticeship trades could result in a serious problem of discontinuity of training for trainees. A first year apprentice who began training during a period of shortage, would have extreme difficulty in continuing his/her training program if the trade were to move into surplus and off the designation list. If this occurred his/her training would only be fundable under the other program options of CJS, which would require him/her to meet restrictive eligibility requirements such as age, sex and duration of unemployment.

It appears the current practice of CEIC is to maintain funding for individual trainees throughout their entire training program. It should be noted, however, that in general, the length of current training under CJS is much shorter than the durations required for journeyperson accreditation. To ensure training of individuals in the apprenticeship program is not interrupted, the above practice should become a formally stated commitment of the federal government.

Another aspect of this problem concerns apprentices now in the program. If Apprenticeship training were to be placed under the CJS Skill Shortages program option, there would be a large number of currently training apprentices that may not be considered eligible. Maintaining the continuity of training for these individuals would require a substantial financial commitment on the part of the Federal Government during the initial stages of bringing apprenticeship training under the CJS strategy. Not to adopt this commitment could result in disruptions in apprenticeship training for many current trainees and concurrently a large financial loss of already invested training dollars should there be a substantial increase in the number of individuals permanently withdrawing from the program.

e) Expansion of Apprenticeship Base:

There are a number of other non-apprenticeable occupations that will also suffer from the use of the skill shortage identification process. Any occupation that has a long training program and where industry requires that occupation to have a sufficient supply because of strong cyclical movements in demand, would fall into this category. This may not have been a problem before CJS, but the demand/supply balance of these occupations are likely to suffer under the new program. Such occupations could become apprenticeable, or if that is not appropriate, come under similar training guidelines as those deemed appropriate for apprenticeable trades.

This is particularly important in Manitoba where the number of trades covered by the Apprenticeship Program has been limited compared to other provinces.

6.2 RESULTS OF THE PUBLIC FORUMS ON THE CANADIAN JOBS STRATEGY

On November 17 and 18, 1986, the employers' associations and employees'/unions' associations, which are involved in apprenticeship training, were invited to a public forum on the relationship between the Canadian Jobs Strategy and apprenticeship training. The participants were supplied information on a topic in order to be prepared for the seminar (materials are attached in Appendix B).

6.2.1 Response from Employers' Associations

Much of the discussion of representatives of employers' associations in the public forum centered around six major concerns relative to the Canadian Jobs Strategy.

Prediction of Skill Shortages

Since one of the most likely choices for apprenticeship training under CJS is the skill shortage stream, employers had much discussion on the effects of the determination of a skill shortage on their labour market.

Those representatives in the construction trades indicated it is almost impossible to predict which trades will be in demand in four years. Contractors have been training on an ongoing basis where practical. Employer representatives said that the system has worked well. There are no practical ways to find out when companies are going to build.

The employers' association representatives were also concerned about whose skill shortage priorities were going to be used in dividing up the training.

Reports on occupational shortages may have good prediction for five years down the road but it takes too long for these studies to be done. Often these reports do not match provincial needs. Skill shortage determinations must be more attuned to local and shorter term needs as well. They were also concerned about the Local Advisory Council's ability to predict local needs in a structured way ("whose definition"). Timing of the declaration that a skill was in shortage was raised, i.e., when does a shortage become a shortage and will it be too late?

"Canada needs a national strategy but at the same time you've got to have the flexibility that meets the needs of industry."¹

Length of Training

Under the Canadian Jobs Strategy, the longest term is three years for training. The employers' associations felt the employers contribute most of the costs during the first two years of training, not only in wages to the apprentice but also the journeyman who has to teach them on-the-job. Employers are concerned about what would happen to the fourth and fifth years of training.

Employment Equity in CJS

The representatives from the employers' associations were asked to give their opinion on the impact of having funding for apprenticeship training earmarked for target groups (women, natives, physically disabled, visible minorities).

1. Winnipeg Chamber of Commerce

The representatives indicated this would have a substantial impact as the number of women coming to employers was not that large. However, the number of women were increasing slowly. They did believe that not all occupations were suitable for all target groups.

The solution to increasing the numbers of target groups in apprenticeship training is not necessarily a problem of restricting funding into training for only those groups. We must examine what the barriers are first.

(More information on employment equity can be found in Chapter 5.)

Conclusion of Employers' Associations

This statement by the Construction Labour Relations Association best reflects what this group thought of the relationship between the Canadian Jobs Strategy and apprenticeship training:

"I don't think its a question of apprenticeship training fitting into CJS but CJS should be changed to fit into apprenticeship training or perhaps leave Apprenticeship Training Programs as they exist currently and use the CJS program to supplement the apprenticeship training so if they are looking at special needs groups they can address them through CJS as a supplement to the existing programs."²

6.2.2 Response from Employees' Associations

The employees' associations mainly included unions which are involved in the trades as well as those representing community college instructors. The Manitoba Federation of Labour was also represented. (Summary attached in Appendix B.)

2. Construction Labour Relations Association

The unions discussed the impact of the Canadian Jobs Strategy on the educational system and apprenticeship training as a whole concept rather than separate items as the employers' associations.

A major concern was that the Canadian Jobs Strategy encourages short-term training programs in the private sector. There were many major impacts from this observation.

1. Lack of educational standards. The community college system provides a standard of education which is generally known throughout the community. They are the best places to train and they must be given an opportunity to focus on short-term training.
2. Private sector institutions would be duplicating what is already done by the college system.
3. Too much short-term training does not provide a well prepared labour force. In the event of lay-off or economic slow down, people do not have skills to take to other jobs.
4. There is a treadmill effect of wage subsidy programs. CJS is "shifting money to private sector to create cheap labour without giving them any formalized training so that they can't get a job anywhere else. There needs to be some formalized training so they can get recognition. Otherwise an employer can lay-off after training and get a new batch for wage subsidy."³

3. Manitoba Federation of Labour

The union representatives also held a discussion on the effects of the Canadian Jobs Strategy on apprenticeship training. There was speculation that the Canadian Jobs Strategy would be used as a mechanism to cut funding to apprenticeship training. One major effect could be the end of the Red Seal Program. The industry would still need qualified tradespersons but the mechanisms for training would revert back to "the old helper system". Union representatives indicated they would undertake such training themselves if the program were seriously cut to the point of little training. However, this would only be done for union members.

The representatives also indicated the Canadian Jobs Strategy has ignored apprenticeship training completely and there is really no need to incorporate the program into CJS. Apprenticeship training has worked well for a long time. "Some years the economic situation is better, apprentices will be hired; then the economic situation is slow and there isn't as much work. This has been going on for years and years and the trades themselves see to it to keep their trades alive. Members retire, replaced by an apprentice, this has been going on since the trade existed. I don't know why they would ignore this and all of a sudden say if absolutely necessary will we support trainees."⁴

Only training in areas of skill shortage has other implications for workers. When economic turnarounds happen and the labour force is unprepared, off-shore workers are brought in to make up for the shortages. This does not benefit the Canadian people and is a discouragement for youth.

4. Bricklayers #1

6.3 RESPONSE FROM BRIEFS

There were nine briefs submitted to Manitoba Labour as a result of the public forums (see Appendix C). Five briefs were received from Employers' Associations, one from the Piping Industry Training Committee as a union representative, one from Manitoba Hydro and one from the South Winnipeg Technical Centre. Most of the submissions reiterate the feelings expressed at the public forums. Generally, the submissions call for the maintenance of the Apprenticeship Training Program as it currently is operating.

6.4 CONCLUSIONS

Both the Canadian Jobs Strategy and the Apprenticeship Training Program have similar objectives in that they both combine on-the-job and institutional training and both programs are responsive to the needs for skilled workers in the labour market.

If apprenticeship training were to be funded totally under CJS, significant numbers of currently active apprentices may not meet the eligibility requirements of any of the CJS program options.

The following is a listing of where Apprenticeship Training and the Canadian Jobs Strategy are incompatible:

1. The 90-day probationary employment period required before an apprentice signs an apprenticeship agreement could count against the apprentice when CJS program options have unemployment criteria.
2. Employers and unions will not be able to sponsor their current employees or members, as is often the case now, due to the restrictiveness of CJS eligibility criteria except in Skill Shortages and Skill Investment program options.
3. Women need extra encouragement to enter into non-traditional occupations. CJS criteria of unemployment, reentry or skill shortage may create further discouragement of this target group.

4. Overall, there are difficulties with projecting skill shortages in the future. The skill shortage identification process of the Skill Shortages options may be inaccurate due to methodological problems and lack of data. This could result in inaccurate shortage/surplus assessments which may tend to intensify any labour market imbalances. This is serious for apprenticeable occupations because the long length of training required hampers labour market fine tuning on a short term basis.
5. Economic costs associated with skill shortages such as production delays, lost investment opportunities and foregone wages are much higher than the costs associated with skill surpluses such as unused labour market skills.
6. The current skill shortage designation process concentrates strongly on current economic conditions. Since apprenticeship training requires up to four/five years, the current process could contribute to future shortages by failing to allow training to begin at present.
7. An on-again, off-again approach to apprenticeship training that could result from skill shortage designations being short term in nature, would likely lead to difficulties for the community colleges in maintaining the quality of institutional training.
8. The possible interruptions to training that may result from the skill shortages identification process can also be expected to cause disruptions in the continuity of training for individual apprentices. Of particular importance are current apprentices, who may no longer be eligible to continue their training if the apprenticeship program is placed under the CJS program options without a transition phase.

Employers and unions generally support the continuation of the operation of apprenticeship training as it is today.

CHAPTER 7

OUTLOOK FOR APPRENTICESHIP TRAINING

CHAPTER 7

OUTLOOK FOR APPRENTICESHIP TRAINING

7.0 INTRODUCTION

Employment opportunities for tradespersons over the next decade will depend on several factors. On the demand side of the labour market, the economic environment including industrial growth patterns, cyclical expansions and slowdowns, technological change, and industrial organization are important conditions. Added to this is the element of replacement demand: that is, the need to replace workers who change occupations or withdraw from the labour force due to retirement, disability, death or other reasons. On the supply side, the current stock of skilled tradespersons (certified or non-certified), including the unemployed, mobility within the province and between provinces, off-shore hirings and new entries into trades through apprenticeship or other training routes are critical factors.

The ideal situation of balance between supply and demand for each trade is seldom achieved; either excess supply (surplus) or excess demand (shortage) is the norm. For example, in May, 1987, the unemployment rate for all construction workers was 29%¹. It should be noted that this rate applied to all construction workers of which journeypersons would account for a minor proportion. Also, it fails to include those apprenticeship occupations that are not in the Construction occupation category. The survey of journeypersons undertaken for this report indicated that the unemployment rate is much lower (see Section 3.9). This level of general excess supply coincided with minor shortages in certain skills such as finish carpentry and drywall taping. The apprenticeship system, as an inherent part of the supply side of the labour

1. Measured as the number of unemployment insurance claimants as a percentage of the occupational labour force.

market, has had to be highly flexible in response to substantial and continuous shifts in demand conditions.

7.1 LABOUR DEMAND

7.1.1 Manitoba's Economic, Industrial and Occupational Outlook

Manitoba's economy is ranked among the leading provinces in terms of forecasted economic growth for the medium term. Both the Royal Bank² and the Conference Board of Canada³ have projected Manitoba's real domestic product and employment to grow at an average annual rate above the national average and faster than the long term Manitoba average.

The single most important source of strength in the provincial economy is expected to be the Northern Hydro Limestone construction project. The Royal Bank has identified further strength based on major investment projects in the mining, manufacturing and utilities sectors. Housing construction is expected to peak by 1990 and to ease slightly to 1995.

The Conference Board also points to the North Portage project as a strong boost to the economy, which along with Limestone will provide solid growth in spite of weaker agriculture and mining sectors. Manufacturing is expected to escalate in the 1987-88 period in the Conference Board scenario, while the service sector will provide strong continued growth. In the short term, transportation and wholesale trade will benefit from construction activity, while retail trade and commercial services will profit from high levels of consumer spending.

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2. "Provincial Outlook to 1995", Econoscope, The Royal Bank of Canada, March, 1987.
 3. Provincial Outlook, Economic Forecast, The Conference Board of Canada, Spring, 1987.

The expected pattern of economic activity, then, is for strong construction activity to lead the economy to begin the next decade, with escalating activity in manufacturing and steady growth in the service industries, while agriculture is expected to decline in importance. This industrial growth pattern would mean significant employment growth for apprenticeable trades, which are heavily concentrated in construction (50%)⁴, retail and wholesale trade (21%) and manufacturing (12%). A smaller number of apprentices are located in transportation, utilities, mining, and services. According to the Royal Bank and Conference Board forecasts, employment growth would be fastest for the construction trades during the Limestone and North Portage Construction projects with continued strong employment demand into the early 1990's being dependent on the economic strength of the housing sector and the possibility of further hydro-electric development and new major construction projects. Better long term job creation prospects would be expected for skilled workers in the retail and wholesale trade sector (e.g., mechanical trades), and manufacturing (e.g., metal working trades).

7.1.2 Business Cycles and Occupational Unemployment

A major influence on labour market outlook for apprenticeable trades is the susceptibility of certain industries to business cycles. Manitoba is currently riding the wave of an expansionary cycle, with the construction industry, by its nature a very cyclical sector, leading the way. Construction activity is also very seasonal, although technological improvements have reduced this to some extent. Moreover, construction workers tend to be employed for individual projects, which can lead to a period of unemployment between jobs.

4. 1981 Census of Population, Statistics Canada.

The nature of construction activity thus contributes to an unemployment rate for construction tradespersons that is normally significantly higher than the provincial average. When periods of economic slowdown and seasonal slowdown coincide, unemployment rates for construction trades have been as high as 39%.⁵

In the outlook period, a heavy concentration of construction activity in the 1987-90 period will probably be followed by a less active period, as both residential and industrial construction activity are expected to slow. A favourable outlook for construction beyond 1990 depends largely on government decisions on additional hydro projects, hospitals and educational institutions as well as patterns of private sector investment.

Manufacturing is somewhat less cyclical than construction, but since the 1982-83 recession there have been some major plant closures or layoffs as a result of industrial rationalization. Historically high unemployment rates resulted in large numbers of job losses in several of the highly skilled metal-working occupations, and unemployment rates have still not subsided to pre-recession levels. For example, the largest metal-working trade, machinist, had unemployment rates rising from 3% in 1981 to 19% during the recession. In April, 1987 the rate was down to 8% but was still over double the pre-recession rate.

The wholesale and retail trade industry is probably the least susceptible to cyclical fluctuation of the major employers of apprenticeable trades. Nevertheless, the recession created greater unemployment among the trades involved in this industry as well. The motor vehicle mechanics and auto body repairers trades together had an unemployment rate that was as low as 5% before the recession, climbing to as high as 18% during the recession and in April 1987 recorded a rate of 13%, still well above the pre-recession levels.

5. It should be noted that the unemployment rates given in this section apply to a 4-digit CCDO occupational category of which journeypersons, which are categorized at the 7 digit CCDO level, are only a subset.

7.1.3 Technological Change

Another important factor in determining the demand for occupations is technological change, and the way in which technological innovations are used by employers to reorganize work functions and duties between persons in different occupations. According to the results of two recent Canadian studies, retraining will be required to keep skilled workers in manufacturing abreast of new methods and equipment.

A 1986 study of the Economic Council of Canada⁶ found that high rates of innovation were reported in certain sectors which included wholesale trade, utilities and manufacturers of machinery, chemicals, paper and electrical and electronic products. For the 1986-90 period, survey respondents expected more emphasis on process automation systems, especially computer-assisted design and manufacture. This technology will significantly affect some of the metal-working trades.

Among automobile and parts manufacturers, recent applications of technology have caused more changes to job functions than layoffs to individuals⁷. Skilled trades workers are less threatened by displacement than other production workers. Certain skilled trades are more vulnerable than others: machinists, for example, more so than electricians.

For construction trades, the development of materials that are more durable and easier to install or erect, as well as development of tools that facili-

6. Gordon Betcherman and Kathryn McMullen, "Working With Technology", (Ottawa: Economic Council of Canada, 1986).

7. "Technology hits jobs more than workers in auto industry," The Globe and Mail, May 19, 1987.

tate installation will be the major technological advances affecting employment opportunities. For maintenance and mechanical workers, increasing complexity of tools and equipment will require continual upgrading.

7.1.4 Replacement Demand

Economic growth and industrial employment patterns are a major factor in employment demand, but replacement demand can be an even larger creator of job opportunities. The Canadian Occupational Projection System (COPS) indicates that over the 1986-91 period replacement demand will be in the 8-10% range for most of the occupations which include apprenticeable trades⁸; i.e., between 8% and 10% of the current tradespersons would be expected to change occupations or to withdraw from the labour force due to retirement, disability, death or other reasons. A few occupations have projected replacement needs significantly lower than this range (e.g. industrial instrument mechanics, plasterers and drywallers), while others are substantially higher (e.g. chefs and cooks, carpenters, tool and die makers). At an estimated employment level of 38,000 for occupational groups which include apprenticeable trades, replacement demand could create roughly 3,000 to 3,800 jobs between 1986 and 1991.

7.2 LABOUR SUPPLY

The supply of labour is generally much more difficult to measure and to predict than demand. This is due to difficulties in pinpointing skills of individuals in the labour force. Employment and unemployment levels by

8. Canadian Occupational Projection System, Special Tabulation 30 October 1986. These statistics are based on occupational employment classified by 4-digit CCDO occupations, which include a number of non-apprenticeable occupations.

occupation, imperfect statistics at best, are the only available measure of the stock of skills. Yet many individuals in the labour force at any given time may be working in other occupations, which may or may not require the use of a particular skill. These individuals are unaccounted for in estimates of occupational supply. Changes in opportunities for a particular occupation often attract skilled workers from several other occupations. Given this flexibility in the labour force, measures of labour supply by occupation are not very precise. Similarly, skill shortages are difficult to predict with accuracy even if demand forecasts are correct.

Another uncertainty in estimating labour supply by occupation results from the mobility of labour force participants. Some proportion of the tradespersons required for employment in one area would be accounted for by those willing and able to relocate from other regions or provinces to undertake employment. However, this proportion cannot be determined accurately.

The number of new entrants to skilled trades, i.e, the number achieving skills at the journeyperson level is also difficult to estimate accurately. The number of apprenticeship completions in Manitoba has averaged over 600 annually from 1980-86 but it is unknown how many non-apprentices are trained in apprenticeable skills.

7.3 CONCLUSIONS: BALANCE OF DEMAND AND SUPPLY

For the purpose of this study, employers, instructors and recently certified journeypersons were questioned about their expectations regarding the balance between supply and demand for journeypersons and apprentices over the next five years. While many respondents expected a reasonable balance between supply and demand, a number did expect that some occupations could experience either excess demand or excess supply.

In terms of forecasts for the Manitoba economy over the next ten years, provincial Gross Domestic Product is expected to grow at slightly above the

national average and unemployment rates are likely to remain among the lowest in Canada. In respect to employment growth in apprenticeable occupations, significant changes in rates from the last 5 years are not expected to occur. The most important factor which will impact on occupational demand will be replacement demand as a result of the withdrawal of tradespersons from the labour force due to retirement, disability, death or other reasons. Replacement demand has been estimated between 8% to 10% of the current number of tradespersons over the 1986-91 period.

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APPENDIX A

CHARTS AND TABLES

NOTE

For the following tables, the information was obtained from the Survey of Apprenticeship Training in Manitoba - Employers, Journeypersons, Counsellors/Instructors and Trade Advisory Committee Surveys, unless otherwise referenced on the tables and charts.

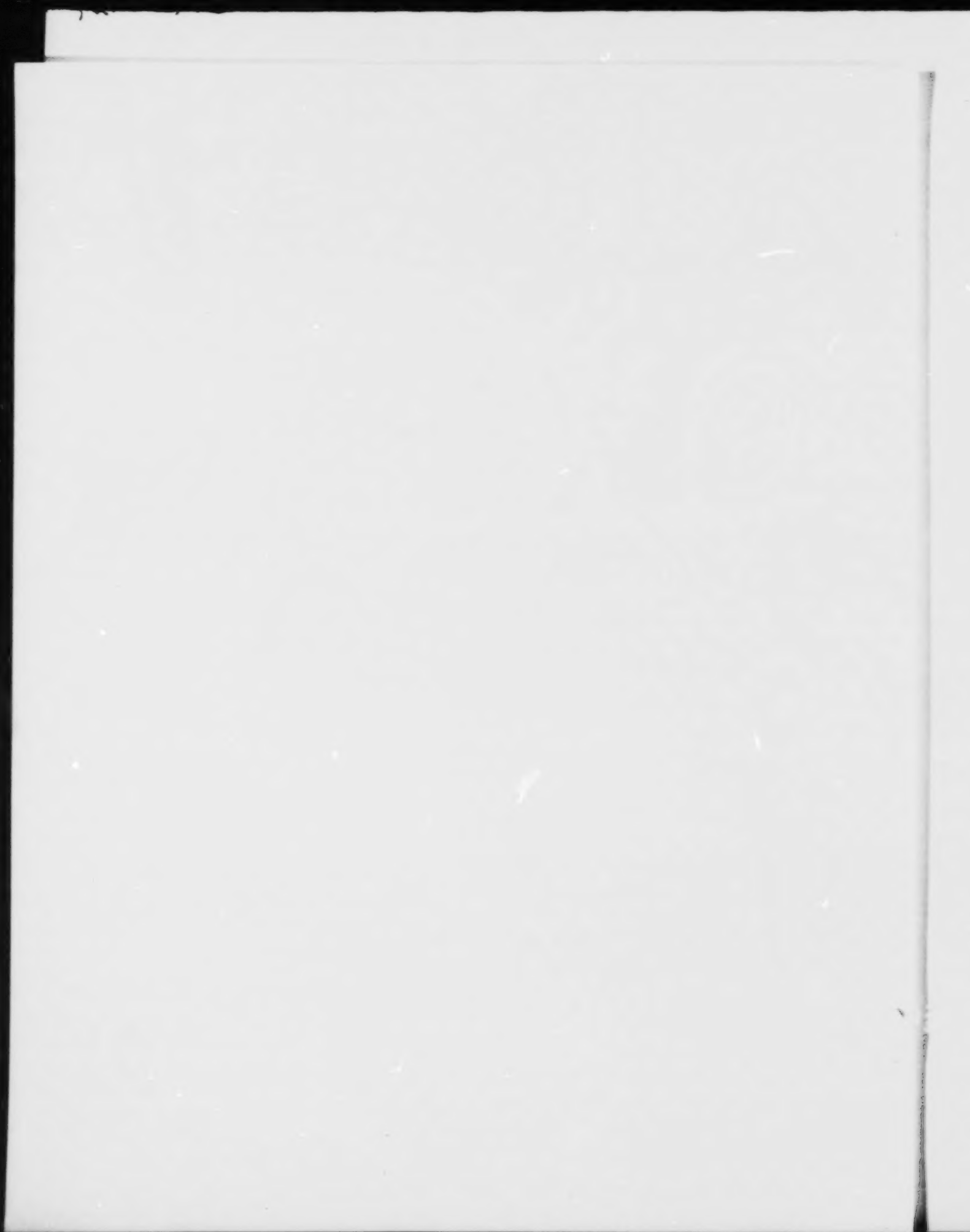


CHART 1
COMMON COMPONENTS OF THE SURVEYS

QUESTIONNAIRE AREAS	EMPLOYERS	JOURNEY PERSONS	COUNSELLORS/ INSTRUCTORS	TRADE ADVISORY COMMITTEE
- In-School Training	X	X	X	X
- Common-Core, Competency-Based, Day-Release	X	X	X	X
- On-the-Job Training	X	X	X	X
- Specialization of Skills Within Specific Trade Areas	X	X	X	X
- Linking or Matching of Skills	X	X	X	X
- Expand Apprenticeship				
- Northern	X		X	X
- Overall	X		X	X
- Factors Hinder or Prevent <u>EMPLOYERS</u> from Participating	X			X
- Factors Hinder or Prevent <u>PERSONS/YOU</u> from Participating		X	X	X
- Apprenticeship Training and Special Needs Groups				
<u>WOMEN</u> <u>NATIVES</u> <u>VISIBLE MINORITIES</u> <u>PHYSICALLY DISABLED</u>	X	X	X	X

QUESTIONNAIRE AREAS	EMPLOYERS	JOURNEY PERSONS	COUNSELLORS/ INSTRUCTORS	TRADE ADVISORY COMMITTEE
- Additional Costs for Employers to Include Women/Natives/Visible Minorities/Physically Disabled	X			X
- Employers Require Assistance to Increase Participation of These Groups	X			X
- Women, Natives, Visible Minorities, Physically Disabled Require Assistance to Increase Participation In Apprenticeship Training	X		X	X
- Funding of Apprenticeship Training: - Wages - Cost of Instruction by Journeypersons - Lost production time by Journeypersons - reduced production of apprentices - wear and tear on equipment - effect of not training apprentices I) on operating costs II) on productivity	X			X
- Technological Change and Apprentice Training	X	X	X	X
- Labour Market Requirements - Types/Quality of Skills	X		X	X
- Suggestions on How Program Could Be More Effective	X		X	X
- Alternate Methods During Economic Downturns	X		X	X
- Present Needs and Over Next 5 Years for Apprentices and Journeypersons	X		X	X
- Overall Satisfaction	X	X	X	X
- Comments	X	X	X	X

TABLE 1.1
APPRENTICESHIP TRAINING STUDY
SURVEY RESPONSE RATE

SURVEY	NUMBER SENT N	RETURNED OR NOT LOCATED N	RESPONSE N	RESPONSE RATE %
Journeypersons	564	101	297	64.2
Employers	352	12	169	49.7
Instructors	65	0	42	64.6
Federal Counsellors	4	-	4	100.0
Provincial Counsellors	9	-	6	66.6
Trade Advisory Committee	132	3	38(42)	29.5(32.6)
TOTAL	1,126	116	556(560)	62.4(62.9)

NOTE: Numbers in brackets represent two Trade Advisory Committee employee representatives whose surveys covered more than one committee.

TABLE 1.2
DISTRIBUTION OF EMPLOYERS BY TRADE

TRADE	#	%	% of Active Apprentices
Aircraft Mechanic	2	1.2	0.8
Boilermakers	1	.6	0.7
Bricklayers	6	3.5	1.5
Carpenters	27	16.0	22.9
Construction Electrician	21	12.4	13.3
Drywall	1	.6	0.4
Heavy Duty Equipment Mechanic	28	16.6	14.1
Industrial Electrician	2	1.2	1.3
Industrial Instrument Mechanic	1	.6	0.5
Industrial Mechanic	3	1.8	1.9
Industrial Welder	2	1.2	3.8
Machinist	9	5.3	3.0
Motor Vehicle Body Repair	13	7.7	5.6
Motor Vehicle Mechanic	35	20.7	11.6
Painter and Decorator	4	2.4	1.5
Plumber	6	3.6	6.6
Refrigeration and Air Conditioning	3	1.8	2.3
Sheet Metal	3	1.8	1.8
Tool and Die	2	1.2	0.6
Electric Motor Winder	-	-	0.1
Glazier	-	-	0.2
Lather	-	-	0.5
Power Electricians	-	-	1.9
Roofer	-	-	0.1
Sprinkler and Fire Protection Installer	-	-	0.5
Steamfitter	-	-	1.3
Steel Fabricator	-	-	0.7
TOTAL	169	100.0	

TABLE 1.3
SIZE OF FIRM

SIZE*	#	%
1 to 20 employees	120	71.4
21 to 50 employers	28	16.7
51 to 100 employees	14	8.3
101 to 400 employees	3	1.8
401 and over	3	1.8
TOTAL	168	100.0

* Based on full-time employees only.

TABLE 1.4
INDUSTRIES OF FIRMS

INDUSTRY*	#	%
Construction	67	39.6
Manufacturing	15	8.9
Public Administration	1	.6
Service	1	.6
Trade	82	48.5
Transportation	3	1.8
TOTAL	169	100.0

* Standard Industrial Classification

TABLE 1.5
CURRENTLY TRAINING APPRENTICES

TRAINING	#	%
Yes	150	88.8
No	19	11.2
TOTAL	169	100.0

TABLE 1.6
NUMBER OF APPRENTICES BEING TRAINED

NUMBER OF APPRENTICES	#	%
1 to 5	130	89.6
6 to 10	8	5.5
11 and over	7	4.8
TOTAL	145	100.0

TABLE 1.7
DISTRIBUTION OF JOURNEYPERSONS BY TRADE

TRADE	NUMBER
1. Boilermaker	1
2. Bricklayer	2
3. Carpenter	30
4. Construction Electrician	31
5. Drywall Mechanic	2
6. Electric Motor Winder	1
7. Glazier	0
8. Heavy Duty Equipment Mechanic	47
9. Industrial Electrician	14
10. Industrial Instrument Mechanic	10
11. Industrial Mechanic	8
12. Industrial Welder	8
13. Lather	0
14. Machinist	8
15. Motor Vehicle Body Repairer	15
16. Motor Vehicle Mechanic	53
17. Painter and Decorator	4
18. Plumber	12
19. Power Electrician	11
20. Refrigeration & Air Conditioning	7
21. Sheet Metal Worker	7
22. Sprinkler System Installer	0
23. Steamfitter	11
24. Steel Fabricator	10
25. Tool and Die	5
TOTAL	297

TABLE 1.8
GENDER OF RESPONDENTS

GENDER	#	%
Male	286	97.9
Female	6	2.1
TOTAL	292	100.0

TABLE 1.9
PRIOR EDUCATIONAL ATTAINMENT

GRADE/LEVEL	#	%
Grade 8 or less	1	.3
Grade 9 to 10	25	8.5
Grade 11	48	16.3
Grade 12	151	51.2
Some Post-Secondary	23	7.8
Community College Certificate/Diploma	38	12.9
University Diploma/Degree	5	1.7
Other	4	1.4
TOTAL	295	100.0

TABLE 1.10
AGE GROUP OF RESPONDENTS WHEN CERTIFIED

AGE	#	%
21 to 24	89	30.6
25 to 29	137	47.1
30 to 34	42	14.4
35 and over	23	7.9
TOTAL	291	100.0

TABLE 1.11
CURRENT EMPLOYMENT STATUS OF JOURNEYPERSONS

EMPLOYMENT STATUS	#	%
Employed	277	93.9
Unemployed and looking for work	14	4.7
In school full-time	4	1.4
TOTAL	295	100.0

Labour Force Participation Rate - 98.6%
Unemployment Rate - 4.8%

TABLE 1.12
PRESENTLY EMPLOYED WITH SAME EMPLOYER WHO TRAINED

RESPONSE	#	%
Yes	173	62.7
No	5	1.8
Changed Jobs for better wages/ working conditions/training	30	10.9
Laid off	33	12.0
Self-employed	15	5.4
Personal Reasons	15	5.4
Other	5	1.8
TOTAL	276	100.0

TABLE 1.13
NUMBER OF RESPONDENTS BY TYPE OF TRADE ADVISORY COMMITTEE

COMMITTEE	# OF RESPONDENTS
1. Aircraft Mechanic	0
2. Boilermaker	1
3. Bricklayer	1
4. Cook	2
5. Carpenter	1
6. Construction	2
7. Crane and Hoist	0
8. Drywall/Lather	4
9. Heavy Duty Equipment Mechanic	3
10. Industrial Electrician	0
11. Industrial Mechanic	0
12. Industrial Instrument Mechanic	0
13. Machinist - Tool & Die - Mould & Pattern Maker	0
14. Motor Vehicle Mechanic	4
15. Motor Vehicle Body Repairer	3
16. Painter and Decorator	0
17. Parts Person	2
18. Plumber	1
19. Power Electrician	5
20. Refrigeration and Air Conditioning	4 (5)
21. Roofer	1 (1)
22. Sheet Metal Worker	2
23. Sprinkler & Fire Protection Installer	0 (1)
24. Steamfitter	0 (1)
25. Industrial Welder	0
26. Miner	0
27. Glazier	2
TOTAL	38 (42)

NOTE: Numbers in brackets represent two employee representatives whose surveys covered more than one committee.

TABLE 1.14
NUMBER OF RESPONDENTS BY TYPE OF REPRESENTATIVE

TYPE OF REPRESENTATIVE	#
Employer	17
Employee	21 (25)
TOTAL	38 (42)

NOTE: Numbers in brackets represent two employee representatives whose surveys covered more than one committee.

TABLE 2.1
INSTITUTIONAL TRAINING IN MANITOBA

TRADE	INSTITUTION	TYPE
1. Aircraft Mechanic	Stevenson Technical Training Centre	Private
2. Baker	(Developing Curriculum)	
3. Boilermaker	Red River Community College	Public
4. Bricklayer	Red River Community College	Public
5. Carpenter	Red River Community College	Public
6. Construction Electrician	Red River Community College Assiniboine Community College	Public Public
7. Cook	South Winnipeg Technical Centre (Negotiating)	Private
8. Crane Operators Building Construction	(Certification Only)	
9. Drywall Installer	Red River Community College	Public
10. Electric Motor Winder	Southern Alberta Institute of Technology	Public (Out of Province)
11. Glazier	Southern Alberta Institute of Technology	Public (Out of Province)
12. Heavy Duty Equipment Mechanic	Assiniboine Community College	Public
13. Industrial Electrician	Keewatin Community College	Public
14. Industrial Instrument Mechanic	Assiniboine Community College Southern Alberta Institute of Technology	Public (Out of Province)
15. Industrial Mechanic	Keewatin Community College South Winnipeg Technical Centre (Pilot)	Public Private
16. Lather	Red River Community College	Public

TABLE 2.1
INSTITUTIONAL TRAINING IN MANITOBA
(continued)

TRADE	INSTITUTION	TYPE
17. Machinist	Red River Community College	Public
18. Miner	On-Site	Private
19. Motor Vehicle Body Repairer	Red River Community College	Public
20. Motor Vehicle Body Repairer (Paint)	Red River Community College	Public
21. Motor Vehicle Mechanic	Red River Community College Assiniboine Community College	Public Public
22. Mould and Patternmaker	Red River Community College	Public
23. Painter and Decorator	Red River Community College	Public
24. Parts Person	South Winnipeg Technical Centre (Negotiating)	Private
25. Plumber	Red River Community College	Public
26. Power Electrician	Red River Community College	Public
27. Refrigeration and Air Conditioning	Red River Community College	Public
28. Roofer	(Certification Only)	
29. Sheet Metal	Red River Community College	Public
30. Sprinkler System Installer	Red River Community College	Public
31. Steamfitter	Red River Community College	Public
32. Steel Fabrication	Red River Community College	Public
33. Tool and Die Maker	Red River Community College	Public
34. Welder	Keewatin Community College	Public

SOURCE: Manitoba Labour, Apprenticeship and Training, Administrative Records

TABLE 2.2
APPRENTICESHIP TRADES AND EDUCATIONAL REQUIREMENTS

TRADE	APPRENTICESHIP TERM		MINIMUM EDUCATION		IN-SCHOOL TRAINING LENGTH (WEEKS)						JOURNEYPERSON/ APPRENTICE RATIO
	Years	Hours	Regular School (Grade)	BTSD/Entrance Test	1st Period	2nd Period	3rd Period	4th Period	5th Period	Total	
Aircraft Mechanic	3	1800	10		10	10	10			30	1 - 1
Boilermaker	3		9		6	6	6			18	1 - 2
Bricklayer	4		9		8	6	4			18	3 - 1
Carpenter	4		9	Entrance Test	8	6	8	4		26	3 - 1
Construction Electrician	4		10		8	8	8	8		32	2 - 1
Cook	3		10								4 - 1
Drywall Installer	3		9		6	6	6			18	1 - 1
Electric Motor Winder	4		10		8	8	8	8		32	2 - 1
Glazier	4		9			Out of Province					1 - 1
Heavy Duty Equipment Mechanic	4		9		5	5	5	5		20	1 - 1
Industrial Electrician	4		10		8	8	8	8		32	1 - 1
Industrial Instrument Mechanic	4		11		10	10	10	10		40	1 - 1
Industrial Mechanic (Millwright)	3		9		8	8	8			24	1 - 1
Lather	4		9		6	6	6			18	1 - 1
Machinist	4		9		8	8	8	4		28	1 - 2
Miner	3		9		5	6	5			16	1 - 1

TABLE 2.2
APPRENTICESHIP TRADES AND EDUCATIONAL REQUIREMENTS
(continued)

TRADE	APPRENTICESHIP TERM		MINIMUM EDUCATION		IN-SCHOOL TRAINING LENGTH						JOURNEYPERSON/ APPRENTICE RATIO
	Years	Hours	Regular School (Grade)	BTSD/Entrance Test	1st Period	2nd Period	3rd Period	4th Period	5th Period	Total	
Motor Vehicle Body Repairer	4		9		8	6	6	6		26	1 - 1
Motor Vehicle Body Repairer (Paint)	2		9		5	4				9	1 - 1
Motor Vehicle Mechanic	4		9		6	6	6	4		22	1 - 1
Mould & Patternmakers	4		10		8	8	8	8		32	1 - 2
Painter & Decorator	4		9		6	6	6	6		24	1 - 3
Plumber	5		10		8	6	4			28	1 - 3
Power Electrician	4		11		8	8	8	8		32	1 - 1
Refrigeration & Air Conditioning	4		11		8	8	8	8		32	3 - 1
Roofer	3	1200	9								1 - 1
Sheet Metal	4		10		8	8	8	6		30	1 - 2
Sprinkler System Installer	4		10		7	7	7			21	1 - 1
Steamfitter	5		10		10	8	6	4		28	1 - 3
Steel Fabrication	4				5	4	5	4		18	1 - 2
Tool and Die Maker	4		10		8	8	8	8		32	1 - 2
Welder	3		9		8	8	8			24	1 - 1

SOURCE: Manitoba Labour, Apprenticeship and Training, Administrative Records

TABLE 2.3
TRENDS IN APPRENTICESHIP TRAINING BY TRADE
1980 - 1986

TRADE	1980	1981	1982	1983	1984	1985	1986
AIRCRAFT MECHANIC							
-Registrations	-	-	-	-	24	14	11
-Cancellations	-	-	-	-	1	11	11
-Completions	-	-	-	-	-	-	-
-Active	-	-	-	-	23	26	26
BOILERMAKER							
-Registrations	14	13	28	6	15	5	6
-Cancellations	3	1	7	3	0	1	0
-Completions	10	7	11	15	23	4	8
-Active	32	37	47	35	27	27	25
BRICKLAYER							
-Registrations	11	6	7	2	15	22	11
-Cancellations	26	8	15	6	3	3	8
-Completions	10	10	2	8	7	5	1
-Active	62	50	40	28	33	47	49
CARPENTER							
-Registrations	106	98	58	83	94	317	389
-Cancellations	65	49	37	29	31	30	72
-Completions	91	100	80	54	60	52	60
-Active	380	329	270	270	273	508	765
CONSTRUCTION ELECTRICIAN							
-Registrations	78	75	59	75	73	150	193
-Cancellations	56	41	29	10	2	8	28
-Completions	96	93	68	66	67	60	69
-Active	360	301	263	262	266	348	444
COOK							
-Registrations	-	-	-	-	-	-	12
-Cancellations	-	-	-	-	-	-	-
-Completions	-	-	-	-	-	-	-
-Active	-	-	-	-	-	-	12
DRYWALL MECHANIC							
-Registrations	6	2	0	0	4	2	12
-Cancellations	5	4	7	0	0	0	9
-Completions	0	0	5	2	0	2	0
-Active	21	19	7	5	9	9	12
ELECTRIC MOTOR WINDER							
-Registrations	1	2	2	1	1	1	0
-Cancellations	0	1	1	0	0	0	0
-Completions	0	0	1	1	0	1	3
-Active	3	4	4	4	5	5	2

TABLE 2.3
TRENDS IN APPRENTICESHIP TRAINING BY TRADE
1980 - 1986
CONTINUED

TRADE	1980	1981	1982	1983	1984	1985	1986
GLAZIER							
-Registrations	0	0	1	1	1	1	8
-Cancellations	0	0	0	0	0	0	2
-Completions	0	1	0	0	0	1	1
-Active	1	0	1	2	3	3	8
HEAVY DUTY EQUIPMENT MECHANIC							
-Registrations	105	135	145	105	134	122	194
-Cancellations	47	17	23	23	23	19	62
-Completions	58	63	75	63	73	91	70
-Active	238	293	340	359	397	409	471
INDUSTRIAL ELECTRICIAN							
-Registrations	60	37	26	6	18	11	10
-Cancellations	11	6	6	1	9	3	4
-Completions	34	39	16	37	51	27	1
-Active	137	129	133	101	59	40	45
INDUSTRIAL INSTRUMENT MECHANIC							
-Registrations	18	12	11	2	7	7	8
-Cancellations	2	1	2	0	0	0	2
-Completions	6	5	8	9	19	7	8
-Active	32	38	39	32	20	20	18
INDUSTRIAL MECHANIC							
-Registrations	167	100	69	31	25	17	30
-Cancellations	16	29	20	6	6	4	13
-Completions	66	64	96	84	86	38	22
-Active	261	268	221	162	95	70	65
INDUSTRIAL WELDER							
-Registrations	16	16	20	30	27	45	73
-Cancellations	4	2	5	3	3	11	24
-Completions	8	3	12	15	6	13	14
-Active	28	39	42	54	72	93	128
LATHER							
-Registrations	11	3	2	2	5	1	8
-Cancellations	5	6	11	1	0	0	4
-Completions	4	3	0	0	1	1	2
-Active	24	18	9	10	14	14	16

TABLE 2.3
TRENDS IN APPRENTICESHIP TRAINING BY TRADE
1980 - 1986
CONTINUED

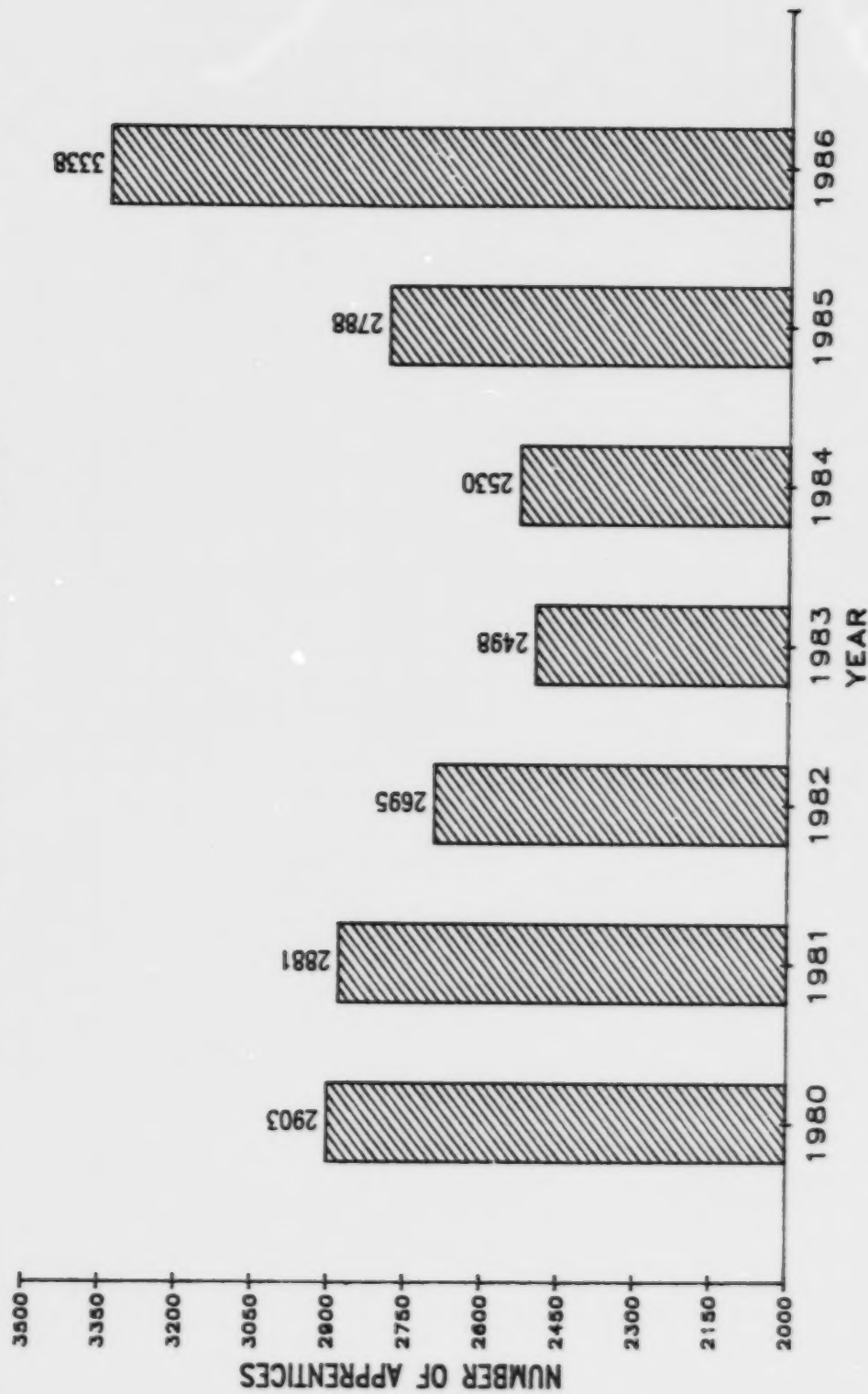
TRADE	1980	1981	1982	1983	1984	1985	1986
MACHINIST							
-Registrations	55	57	37	28	31	24	35
-Cancellations	9	19	31	9	19	10	14
-Completions	15	21	24	18	25	15	11
-Active	105	122	104	105	92	91	101
MINER							
-Registrations	0	14	7	0	0	0	0
-Cancellations	2	8	0	5	1	1	0
-Completions	3	2	3	11	2	0	0
-Active	12	16	20	4	1	0	0
MOTOR VEHICLE BODY REPAIRER							
-Registrations	43	53	49	42	61	66	67
-Cancellations	18	24	25	9	7	17	26
-Completions	16	25	19	32	24	30	26
-Active	113	117	122	123	153	172	187
MOTOR VEHICLE MECHANIC							
-Registrations	155	144	127	94	147	124	161
-Cancellations	38	46	56	27	37	22	57
-Completions	119	95	91	107	78	96	94
-Active	398	401	381	341	373	379	389
MOULD & PATTERN MAKER							
-Registrations	0	0	0	0	3	0	0
-Cancellations	0	0	0	0	0	0	0
-Completions	0	0	0	0	2	1	0
-Active	0	0	0	0	1	0	0
PAINTER & DECORATOR							
-Registrations	10	12	11	15	16	11	23
-Cancellations	13	11	3	4	6	5	7
-Completions	16	14	11	5	7	7	10
-Active	52	39	36	42	45	44	50
PLUMBER							
-Registrations	35	41	31	39	55	56	83
-Cancellations	26	29	18	11	9	22	25
-Completions	34	30	36	35	32	24	31
-Active	219	201	178	171	185	195	222
POWER ELECTRICIAN							
-Registrations	18	6	11	26	6	20	27
-Cancellations	0	2	1	1	3	3	4
-Completions	0	0	0	9	5	21	0
-Active	18	22	32	48	46	42	65

TABLE 2.3
TRENDS IN APPRENTICESHIP TRAINING BY TRADE
1980 - 1986
CONTINUED

TRADE	1980	1981	1982	1983	1984	1985	1986
REFRIGERATION & AIR CONDITIONING MECHANIC							
-Registrations	19	26	25	12	24	17	23
-Cancellations	11	3	6	5	5	6	9
-Completions	10	13	8	11	12	13	11
-Active	52	62	73	69	76	74	77
ROOFER							
-Registrations	-	-	-	3	1	0	1
-Cancellations	-	-	-	0	2	0	1
-Completions	-	-	-	0	0	0	0
-Active	-	-	-	3	2	2	2
SHEET METAL WORKER							
-Registrations	22	15	14	6	12	8	35
-Cancellations	4	6	6	11	8	7	5
-Completions	7	13	6	12	13	15	8
-Active	79	75	77	60	51	37	59
SPRINKLER & FIRE PROTECTION INSTALLER							
-Registrations	25	5	4	0	0	10	6
-Cancellations	7	10	0	4	4	0	3
-Completions	12	11	11	7	6	2	5
-Active	54	38	31	20	10	18	16
STEAMFITTER							
-Registrations	19	28	11	6	17	2	8
-Cancellations	4	3	3	6	8	2	3
-Completions	2	6	8	12	14	20	16
-Active	71	90	90	78	73	53	42
STEEL FABRICATOR							
-Registrations	44	49	14	1	47	3	1
-Cancellations	12	12	42	10	7	31	12
-Completions	7	24	21	11	23	31	7
-Active	139	152	103	83	100	41	23
TOOL & DIE MAKER							
-Registrations	13	12	22	8	7	3	6
-Cancellations	1	3	6	5	5	0	5
-Completions	0	0	5	8	3	8	3
-Active	12	21	32	27	26	21	19
TOTAL ALL TRADES							
-Registrations	1051	961	791	623	869	1055	1441
-Cancellations	385	341	360	188	198	212	410
-Completions	624	642	617	632	639	585	481
-Active	2903	2881	2695	2498	2530	2788	3338

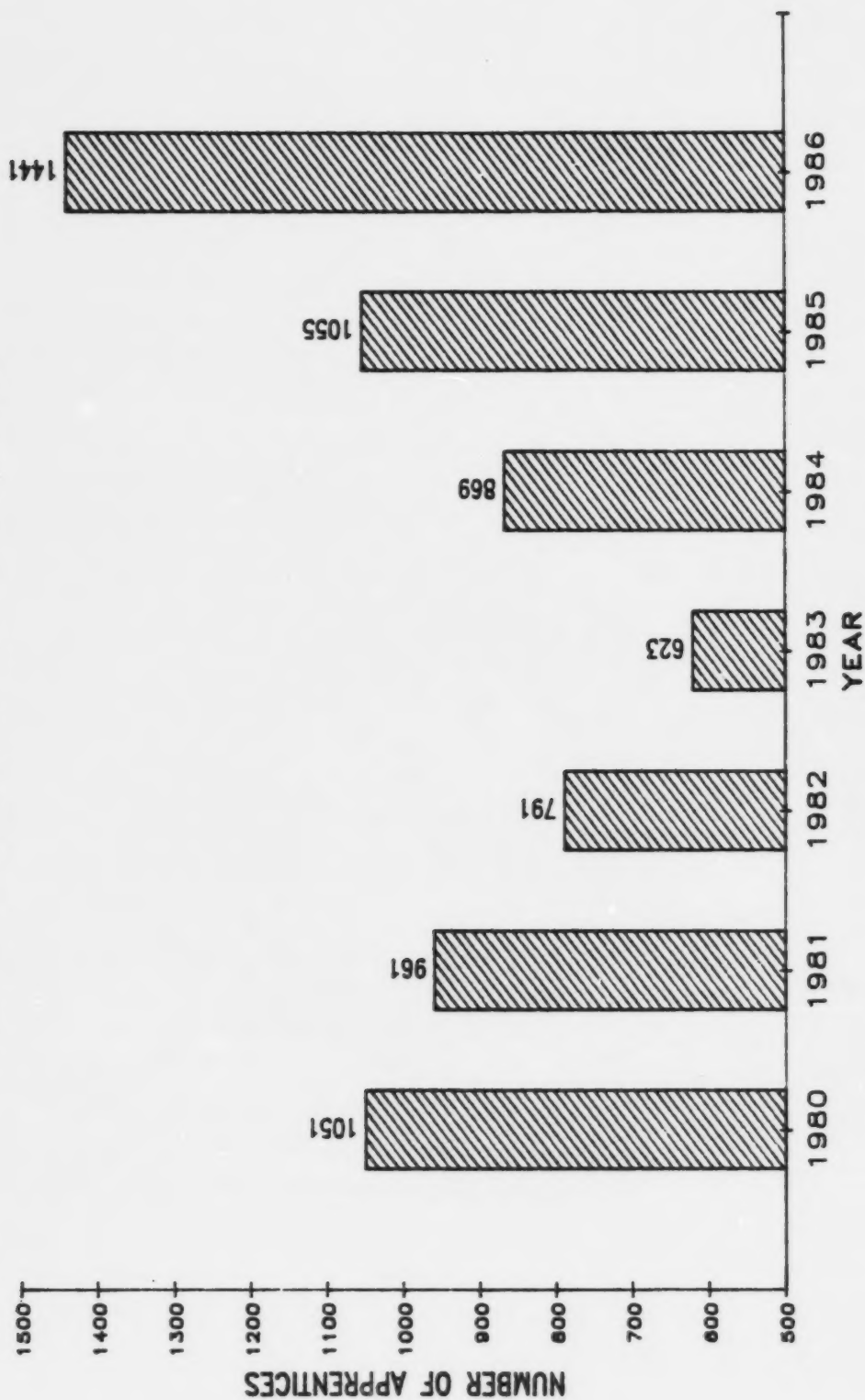
SOURCE: Manitoba Labour, Apprenticeship and Training, Administrative Records

CHART 2
TRENDS IN APPRENTICESHIP TRAINING
1980 - 1986
TOTAL ACTIVE ALL TRADES



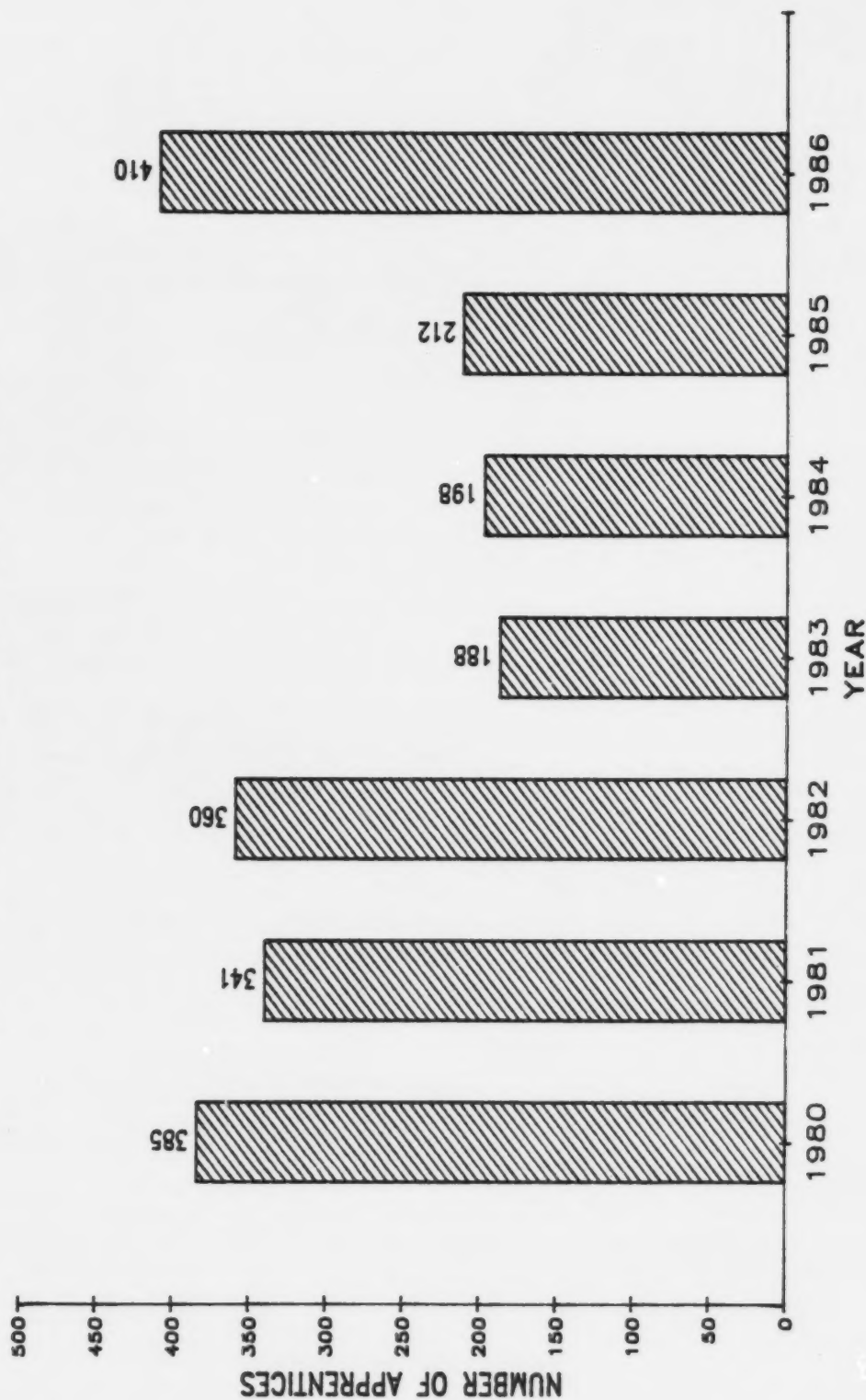
SOURCE: Manitoba Labour, Apprenticeship and Training, Administrative Records

CHART 3
TRENDS IN APPRENTICESHIP TRAINING
1980 - 1986
TOTAL REGISTRATIONS ALL TRADES



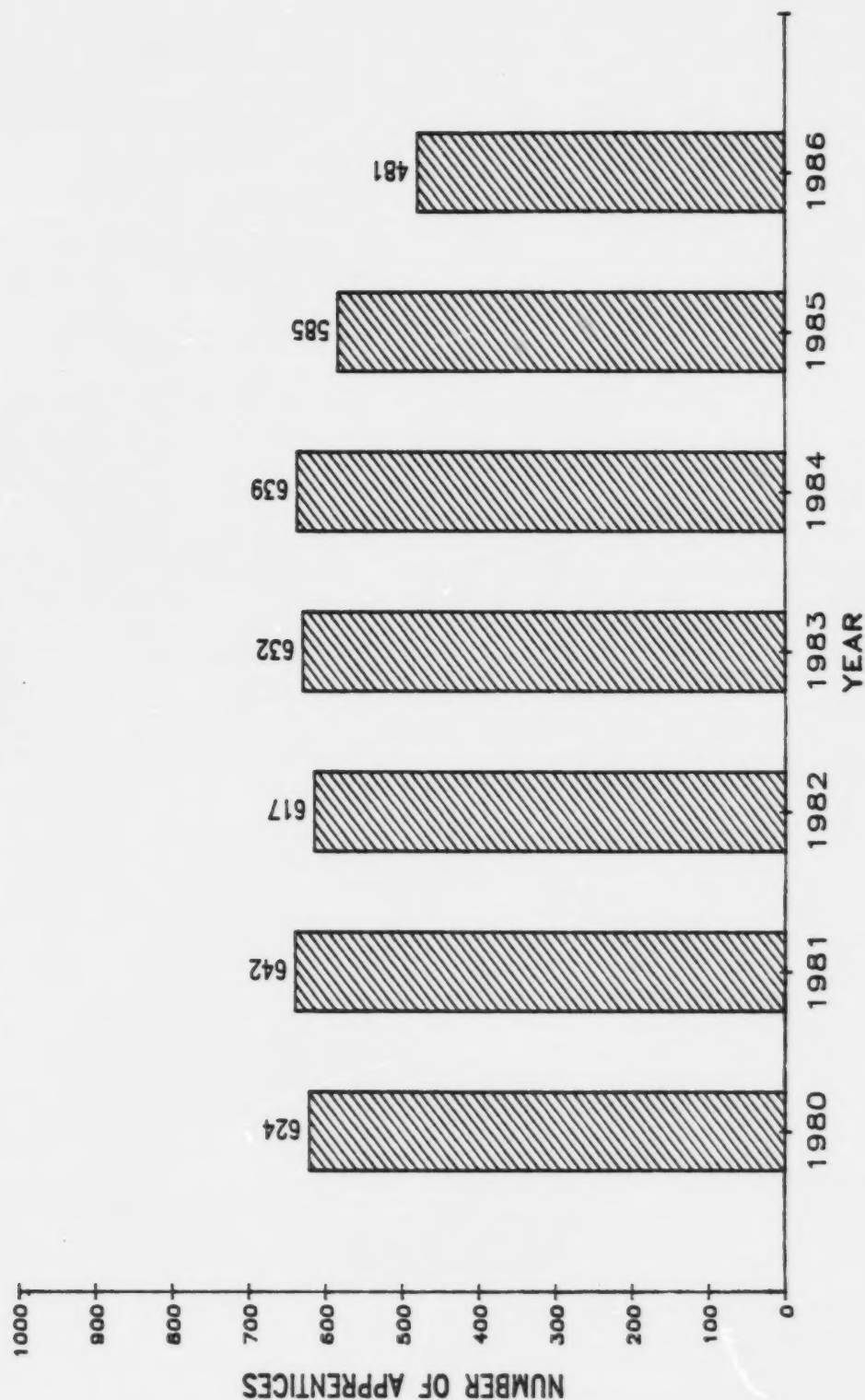
SOURCE: Manitoba Labour, Apprenticeship and Training, Administrative Records

CHART 4
TRENDS IN APPRENTICESHIP TRAINING
1980 - 1986
TOTAL CANCELLATIONS ALL TRADES



SOURCE: Manitoba Labour, Apprenticeship and Training, Administrative Records

CHART 5
TRENDS IN APPRENTICESHIP TRAINING
1980 - 1986
TOTAL COMPLETIONS ALL TRADES



SOURCE: Manitoba Labour, Apprenticeship and Training, Administrative Records

TABLE 2.4
OPINIONS ON COMPETENCY-BASED TRAINING

EMPLOYERS

OPINIONS	#	%
1. Yes/OK/Sounds Good/Worth Considering	79	59.0
2. Maybe/Possible	27	20.1
3. No/Not Suitable	11	8.2
4. Answers made no sense	8	6.0

134 or 79.3% of employers gave opinions

JOURNEYPEPERSONS

OPINIONS	#	%
1. Yes/OK/Sounds Good	60	23.2
2. Accommodate people who learn at different speeds/ have previous experience	57	22.0
3. Would lose student interaction/lack of competition as in workplace	45	17.4
4. Bad idea	36	13.9
5. Answers made no sense	15	5.8

259 or 87.2% of journeypersons gave opinions

INSTRUCTORS

OPINIONS	#	%
1. Not suitable for all students	21	53.8
2. Excellent/Good idea	7	17.9
3. Loss of competition in class	6	15.4

39 or 92.9% of instructors gave opinions

TRADE ADVISORY COMMITTEES

OPINIONS	#	%
1. Yes/very good idea/agree with	18	56.3
2. No/do not agree/prefer traditional	11	34.4
3. Good for the apprentices	2	6.3
4. Hard for employer to know how long apprentice would be gone	1	3.1

32 or 84.2% of TAC members gave a response

TABLE 2.5
OPINIONS ON COMMON-CORE TRAINING

EMPLOYERS

OPINIONS	#	%
1. Yes, OK, Sounds Good, Worth Considering	65	54.2
2. Maybe, Possible	14	11.7
3. Answer provided made no sense	14	11.7
4. No, Not Suitable	12	10.0
5. For the first year or two then specialize	7	5.8

120 or 71.0% of employers gave opinions

JOURNEYPERSONS

OPINIONS	#	%
1. Good Idea, Yes, Sounds good	87	34.1
2. No, Bad Idea	27	10.6
3. Would provide a common base	24	9.4
4. Answer provided made no sense	24	9.4
5. Would assist in deciding suitable trade	22	8.6
6. For the first or second years then specialize	18	7.1

225 or 85.9% of journeypersons gave reasons

INSTRUCTORS

OPINIONS	#	%
1. Only good for specific trades	17	50.0
2. Excellent, good, good idea	12	35.3
3. Already done in a small way	2	5.9
4. Other	3	8.8

34 or 81.0% of instructors gave opinions

TRADE ADVISORY COMMITTEES

OPINIONS	#	%
1. Good idea/should work well/see no problem with this	18	56.3
2. No/not required/terrible idea	8	25.0
3. Adequate for 1st and 2nd level/basic training then branch out	5	15.6
4. At pre-employment level	1	3.1

32 or 84.2% of TAC members gave a response

TABLE 2.6
OPINIONS ON DAY RELEASE OR NIGHT SCHOOL

EMPLOYERS

OPINIONS	#	%
1. No/Not suitable	61	43.0
2. Yes/Good idea	46	32.4
3. Maybe/Not sure/No opinion	11	7.7
4. Training would have to be offered closer to work	8	5.6

142 or 84.0% of employers gave opinions

JOURNEYPERSONS

OPINIONS	#	%
1. Block Release/Traditional preferred	73	27.0
2. Live too far from school/other personal reasons	44	16.3
3. Block Release is easier to learn on	33	12.2
4. Day Release sounds OK/Good idea	24	8.9
5. Workers would lack concentration at night school	20	7.4
6. Day release would make training too long	20	7.4

270 or 90.9% of journeypersons gave opinions

INSTRUCTORS

OPINIONS	#	%
1. Would only work in the city	13	34.2
2. Easier to learn in units/blocks of time	9	23.7
3. Good idea	3	7.9
4. Only good for refresher/upgrading	3	7.9

39 or 92.9% of instructors gave opinions

TRADE ADVISORY COMMITTEES

OPINIONS	#	%
1. Not a good idea/Will not be effective/Don't agree	18	52.9
2. Good idea/Very appealing	7	20.6
3. Good for upgrading journeymen	4	11.8
4. Prefer block release	3	8.8

34 or 89.5% of TAC members gave a response

TABLE 2.7
MANITOBA'S NET INTERPROVINCIAL MIGRATION
1977 TO 1986

YEAR	TOTAL*	ONTARIO	ALBERTA
1977	-3789	740	-3478
1978	-9557	-57	-5204
1979	-13806	179	-7292
1980	-11342	646	-6338
1981	-3621	1457	-3649
1982	1498	290	703
1983	950	-489	1379
1984	958	-449	1268
1985	-972	-1318	36
1986	-2827	-2300	-43

SOURCE: Statistics Canada

* Total means Manitoba's total net interprovincial migration with all provinces.

TABLE 3.1
EMPLOYERS' METHODS OF RECRUITING APPRENTICES

METHOD	#	%
1. Potential apprentices directly contact firm	115	77.7
2. Firm recruits from community college	16	10.9
3. Firm recruits from Apprenticeship Branch	11	7.5
4. Union requests training	11	7.4
5. Firm recruits from secondary schools	9	6.1
6. Other	3	2.0

Employers may have indicated more than one method
(148 or 87.6% of employers responded to this question)

TABLE 3.2
HOW APPRENTICES ENTERED APPRENTICESHIP TRAINING PROGRAM

METHOD	#	%
1. Asked employer	104	36.1
2. Employer suggested	82	28.5
3. Looked for sponsor	62	21.5
4. Other	31	10.8
5. Union requested	9	3.1

288 or 97.0% of Journeypersons gave a response

TABLE 3.3
ARE THERE ANY FACTORS/BARRIERS WHICH PREVENT PERSONS FROM PARTICIPATING
IN THE APPRENTICESHIP TRAINING PROGRAM

RESPONSE	JOURNEYPERSONS		INSTRUCTORS		TAC* EMPLOYEES	
	#	%	#	%	#	%
YES	55	19.9	20	60.6	8	50.0
NO	222	80.1	13	39.4	8	50.0

277 or 93.3% of journeypersons gave a response

33 or 78.6% of instructors gave a response

16 or 42.1% of *Trade Advisory Committee employee members gave a response

TABLE 3.4
EXPLANATION OF FACTORS WHICH PREVENT PERSONS FROM PARTICIPATING

JOURNEYPERSONS

FACTOR	#	%
1. Financial problems	18	32.7
2. Other/Missing if answered yes		
- some training levels in school are offered during busy season		
- in-school training not offered in Winnipeg		
- training allowance too low for living accommodations		
- too long a time away from home	16	29.1
3. Problem finding employer	11	20.0
4. Lack of work experience	5	9.1
5. Personal reasons	5	9.1

55 or 18.5% of journeypersons gave a response

TABLE 3.4
EXPLANATION OF FACTORS WHICH PREVENT PERSONS FROM PARTICIPATING
(continued)

INSTRUCTORS

FACTOR	#	%
1. Target group members mentioned/physical barriers	10	50.0
2. Other - depends on individual's desire to work - availability of the counsellors - ignorance of employers and apathy of Apprenticeship Division	4	20.0
3. Slow UIC payments during school	3	15.0
4. Finding an employer	2	10.0
5. Cost of training	1	5.0

20 or 47.6% of instructors gave a response

TRADE ADVISORY COMMITTEE EMPLOYEE REPRESENTATIVES

FACTOR	#	%
1. Other	4	50.0
2. Availability of work	2	25.0
3. No training available in Manitoba	1	12.5
4. Courses offered at wrong time of year	1	12.5

8 or 21.1% of TAC employee representatives gave a response

TABLE 3.5
SUGGESTIONS ON HOW TO REMOVE FACTORS/BARRIERS WHICH PREVENT PERSONS
FROM PARTICIPATING IN THE APPRENTICESHIP TRAINING PROGRAM

APPRENTICES

SUGGESTION	#	%
1. Other - have schooling in Winnipeg - raise living allowance while in-school - apprenticeship in-school should be allowed if unemployed at the time - more communication with employers about time of in-school training	23	41.8
2. Answered yes but gave no suggestion	12	21.8
3. Increase apprentices' wages	11	20.0
4. Government subsidies to companies - incentives for employers	5	9.1
5. More information to employers	4	7.3

55 or 18.5% of journeypersons gave a response

INSTRUCTORS

SUGGESTION	#	%
1. Other - educate the public and students to the high qualifications required - let anyone interested in apprenticeship training in regardless of education	4	23.5
2. Better coordination of UIC benefits and school	3	17.6
3. Improve academic background	3	17.6
4. Students must have a desire to work and learn	3	17.6
5. Incentive program for employers	2	11.8
6. Get employers to hire target groups	2	11.8

17 or 40.5% of instructors gave a response

TRADE ADVISORY COMMITTEE EMPLOYEE REPRESENTATIVES

SUGGESTION	#	%
1. Other	4	57.1
2. Offer courses in low season	1	14.3
3. Start a program in Winnipeg	1	14.3
4. Better employee/employer communication	1	14.3

7 or 18.4% of TAC employee reps. gave a response

TABLE 3.6
SATISFACTION WITH IN-SCHOOL TRAINING
COMPONENT OF APPRENTICESHIP TRAINING PROGRAM
(PERCENTAGE SATISFIED AND SOMEWHAT SATISFIED)

IN-SCHOOL TRAINING COMPONENT	EMPLOYERS		JOURNEYPERSONS		INSTRUCTORS		TRADE ADVISORY COMMITTEES	
	#	%	#	%	#	%	#	%
Theory Taught In-School	151	92.1	266	92.7	40	100.0	30	81.1
Quality of Teaching	145	88.4	249	87.7	38	95.0	26	70.2
Location of In-School Training	136	82.9	234	81.5	40	97.6	31	81.6
Equipment Provided	130	80.2	136	79.2	25	61.0	26	70.3
Scheduling of In-School Training	130	78.8	259	90.2	35	83.3	28	73.7
Class Size	125	76.7	272	95.1	38	85.7	28	73.7
Availability of Training Spots	122	74.4	229	80.6	35	87.5	24	64.8
Adequacy of In-School in Relation to Job Requirements	121	73.8	209	73.6	37	90.2	22	62.9
Updating of Classroom Material	112	68.3	205	71.4	7	70.0*	21	56.7
Level of Training Allowance/Unemployment Insurance	104	64.6	144	51.1	18	47.4	22	57.9
Availability of Upgrading	68	41.7	93	32.9	8	19.0	8	21.6
Length of In-School Training	N/A	N/A	246	85.4	35	83.3	28	73.7

* On Instructors' Survey, the scale was missing. Therefore response to the question was low.

TABLE 3.7
MAJOR REASONS FOR
DISSATISFACTION WITH IN-SCHOOL TRAINING

EMPLOYERS

REASONS	#	%
1. Materials/Equipment need updating	13	22.4
2. Training scheduled for busy season	10	17.2
3. Specific skills lacking	10	17.2
4. Upgrading not available	6	10.3
5. School is too far away from work	6	10.3
6. Training allowance is too low	5	8.6

64 or 37.9% of employers gave reasons

JOURNEYPEPERSONS

REASONS	#	%
1. Equipment, course material needs updating	58	26.1
2. UIC payments too slow in coming	34	15.3
3. Training Allowance/UIC too low	29	13.1
4. Some specific skill lacking	22	9.9
5. Out-of-town location was inconvenient	20	9.0
6. Poor instructors	16	7.2

222 or 74.7% of journeypersons gave reasons

INSTRUCTORS

REASONS	#	%
1. Program/Equipment needs updating	12	63.6
2. No upgrading for journeypersons	9	27.3
3. Training period is too short for amount of material	5	15.2

33 or 78.6% of instructors gave reasons

TRADE ADVISORY COMMITTEES

REASONS	#	%
1. Material/Equipment needs upgrading	8	28.6
2. Not an apprenticable trade in Manitoba	3	10.7
3. Apprenticeship should be lengthened	3	10.7
4. Specific skills lacking	3	10.7
5. More cooperation/communication between employers/school	2	7.1

28 or 73.7% TAC members gave a response

TABLE 3.8
SUGGESTIONS ON HOW TO IMPROVE IN-SCHOOL TRAINING

EMPLOYERS

SUGGESTION	#	%
1. Other - make class size smaller - schedule in-school training in off season - more in-shop practical training - have upgrading courses available for journeymen - update training material	28	44.4
2. More specific skills required (respondents usually mentioned something specific to trade)	24	38.1
3. More input from employers/contractors/manufacturers/companies/business	8	12.7
4. Higher entrance qualifications	3	4.8

63 or 37.3% of employers gave a response

JOURNEYPERSONS

SUGGESTION	#	%
1. Update material/equipment	33	17.4
2. Increase practical	31	16.3
3. Screen/update instructors	21	11.1
4. Increase UIC/Training Allowance - faster processing	23	12.1
5. Other	18	9.5
6. Longer training programs	17	8.9
7. Create/update training for journeymen - seminars/courses	14	7.4
8. Choice of location	13	6.8
9. Smaller classes	9	4.7
10. Improve exams/raise passing grade	7	3.7
11. Increase theory	4	2.1

190 or 64.0% of journeypersons gave a response

TABLE 3.8
SUGGESTIONS ON HOW TO IMPROVE IN-SCHOOL TRAINING
(continued)

INSTRUCTORS

SUGGESTION	#	%
1. Other - limited number of start dates each year (max. 2) - level II should be extended by 1 week - raise standards for passing - more on-site training - Advisory Committees should meet more often	12	34.3
2. Increase length of training time	9	25.7
3. More upgrading for journeymen	5	14.3
4. More money for equipment upgrading	4	11.4
5. More money for instructor upgrading	3	8.6
6. Better practise of skills learned at school on-the-job	2	5.7

35 or 81.0% of Instructors gave a response

TRADE ADVISORY COMMITTEES

SUGGESTION	#	%
1. Update course material/equipment	12	48.0
2. Extend length of in-school training	4	16.0
3. Other	4	16.0
4. Set-up a program for trade in Winnipeg	3	12.0
5. Higher entrance requirements	2	8.0

25 or 65.8% of Trade Advisory Committee members gave a response

TABLE 3.9
SATISFACTION WITH ON-THE-JOB TRAINING
COMPONENT OF APPRENTICESHIP TRAINING PROGRAM
(PERCENTAGE VERY SATISFIED AND SATISFIED)

ON-THE-JOB TRAINING	EMPLOYERS		JOURNEYPERSONS		INSTRUCTORS		TRADE ADVISORY COMMITTEES	
	#	%	#	%	#	%	#	%
Practical Skills Taught On-the Job	151	95.0	237	81.4	17	44.7	25	67.6
Length of on-the-job training period	143	91.1	256	88.6	26	70.3	27	75.0
Adequacy of on-the-job training in relation to job requirements	139	88.5	213	74.0	9	23.7	25	69.4
Instructional Methods used for on-the-job training	137	86.2	213	73.7	8	21.1	27	73.0
Level of wages paid during on-the-job training	126	80.8	212	72.9	20	57.1	27	75.0
Availability of Apprenticeship training positions	121	78.1	N/A	N/A	18	52.9	23	63.8
Monitoring of on-the-job training	114	75.5	166	57.4	3	7.7	23	65.7
Methods of finding suitable candidates to train as apprentices	103	66.0	N/A	N/A	10	25.6	21	58.3
Availability of suitable candidates to train as apprentices	104	65.4	N/A	N/A	27	69.2	21	58.3
Availability of employers to sponsor your training	N/A	N/A	198	68.8	N/A	N/A	N/A	N/A
Method of finding employers to sponsor your training	N/A	N/A	167	58.4	N/A	N/A	N/A	N/A

NOTE: Percentages may differ as not all respondents gave answers for all questions.

TABLE 3.10
MAJOR REASONS FOR DISSATISFACTION WITH ON-THE-JOB TRAINING

EMPLOYERS

REASONS	#	%
1. Wages are too high	12	20.0
2. Higher prerequisites for program/better screening	11	18.3
3. No on-the-job assessment done/qualified by time	6	10.0
4. No monitoring done	4	6.7
5. Longer training period	3	5.0

60 or 35.6% of employers gave reasons

JOURNEYPERSONS

REASONS	#	%
1. Lack of adequate training/Instruction/supervision	70	43.8
2. Low wages while training on-the-job	32	20.0
3. Lack of monitoring	26	16.3
4. Lack of sponsoring employers	14	8.8
5. Employers limit responsibility-lack of variety	9	5.6

160 or 53.9% of journeypersons gave reasons

INSTRUCTORS

REASONS	#	%
1. On-the-job training limited/too specific	18	47.4
2. Need more on-the-job monitoring	11	28.9
3. Varies with employer	4	10.5
4. Too costly for employer in teaching time	2	5.3

34 or 81.0% of instructors gave reasons

TRADE ADVISORY COMMITTEES

REASONS	#	%
1. On-the-job work too limited/Does not cover all areas learned in school	5	21.7
2. More monitoring/Supervision by foreman/Supervisor	4	17.4
3. There is no in-school training in Manitoba	3	13.0
4. Length of training should be increased	3	13.0
5. Need more communication between employers/school/government	3	13.0

23 or 60.5% of TAC members gave a response

TABLE 3.11
SUGGESTIONS TO IMPROVE ON-THE-JOB TRAINING

EMPLOYERS

SUGGESTION	#	%
1. Other - guidelines should be given to trainers - evaluation a couple of times a year - level testing before apprentice can continue - government subsidizing for apprentice would allow more time for better training - more on-the-job skills and in-school training linkage	14	30.4
2. More communication between school and employers/employers need to know curriculum better	12	26.1
3. Better methods of cost sharing among employers	9	19.6
4. Learn all aspects or rotate employers	7	15.2
5. Make training longer	4	8.7

46 or 27.2% of employers gave a response

JOURNEYPERSONS

SUGGESTION	#	%
1. Wider range of training required e.g. job rotation	46	31.9
2. Increase monitoring/supervision	37	25.7
3. Improve training methods -hold courses, provide manuals	26	18.1
4. Other	17	11.8
5. Incentives to trainers e.g. increase their wages, update their knowledge	9	6.3
6. Depends on people you work with	5	3.5
7. Training is satisfactory	4	2.8

144 or 48.5% of journeypersons gave a response

TABLE 3.11
SUGGESTIONS TO IMPROVE ON-THE-JOB TRAINING
(continued)

INSTRUCTORS

SUGGESTION	#	%
1. More monitoring by Apprenticeship (better records)	14	41.2
2. Rotate employers to cover all facets	10	29.4
3. Other - apprentices need to spend more time on-the-job training		
- more variation of work performed		
- educate employers		
- productivity testing by employer & training institute		
4. More supervision by journeymen	6	17.6
	4	11.8

34 or 81.0% of instructors gave a response

TRADE ADVISORY COMMITTEES

SUGGESTION	#	%
1. Employer train apprentice in all aspects	7	29.2
2. Other	5	20.8
3. More supervision by journeymen	4	16.7
4. Longer training period	4	16.7
5. More communication between schools/employers	2	8.3
6. More monitoring by Apprenticeship Branch	1	4.2
7. Apprentice testing on-the-job	1	4.2

24 or 63.2% of Trade Advisory Committee members gave a response

TABLE 3.12
EXTENT OF SKILL USE IN CURRENT JOB

EXTENT	#	%
Great Extent	125	46.5
Moderate Extent	81	30.1
Some Extent	54	20.1
Not at All	9	3.3
TOTAL	269	100.0

TABLE 3.13
SUGGESTIONS ON HOW THE PROGRAM COULD BE MORE EFFECTIVE IN
MEETING FUTURE SKILL REQUIREMENTS OF EMPLOYERS

EMPLOYERS

SUGGESTION	#	%
1. Other - some programs need to be branched into specific areas - in-school training needs to be continually modernized - program which has funding or incentives in place on a consistent basis to protect apprentices in good or bad economic times	19	40.4
2. More consultation with employers	12	25.5
3. Instructor development in new technology	9	19.1
4. Funding for on-the-job trainers	3	6.4
5. Compulsory upgrading	3	6.4
6. More surveys	1	2.1

47 or 27.8% of employers gave a response

INSTRUCTORS

SUGGESTION	#	%
1. More communication between school and employer	13	41.9
2. More active Trade Advisory Committees with instructors	6	19.4
3. Keeping teachers up-to-date	6	19.4
4. More upgrading courses for journeymen	3	9.7
5. Other	2	6.5
6. Get up-to-date equipment	1	3.2

31 or 73.8% of instructors gave a response

TRADE ADVISORY COMMITTEES

SUGGESTION	#	%
1. More thorough on-the-job training	4	26.7
2. Start a training program for this trade	3	20.0
3. More cooperation between schools/employers	3	20.0
4. Other	3	20.0
5. Lengthen apprenticeship program	1	6.7
6. School needs more funding	1	6.7

15 or 39.5% of Trade Advisory Committee members gave a response

TABLE 3.14
PERCENTAGE OF RESPONDENTS WHO ANSWERED
YES TO THE APPRENTICESHIP TRAINING PROGRAM
BEING SUCCESSFUL IN ADAPTING TO
TECHNOLOGICAL CHANGE

AREA OF TRAINING	EMPLOYERS		JOURNEYPERSONS		INSTRUCTORS		TRADE ADVISORY COMMITTEES	
	#	%	#	%	#	%	#	%
In-School Training:								
- Theory	94	63.9	202	71.1	37	88.1	21	56.8
- Practical	85	60.7	195	72.2	27	65.9	18	50.0
On-The-Job Training	106	74.6	193	69.2	18	45.0	22	62.9

TABLE 3.15
COMMENTS/SUGGESTIONS FOR ANY AREAS OF TRAINING WHICH
HAVE NOT BEEN SUCCESSFUL IN ADAPTING TO TECHNOLOGICAL CHANGE

EMPLOYERS

COMMENTS/SUGGESTIONS	#	%
1. School is behind industry	15	42.9
2. Broaden basics	6	17.1
3. Instructors need more training	4	11.4
4. More emphasis on electronic equipment	4	11.4
5. Specialization a must	1	2.9

35 or 20.7% of employers gave comments/suggestions

TABLE 3.15
COMMENTS/SUGGESTIONS FOR ANY AREAS OF TRAINING WHICH
HAVE NOT BEEN SUCCESSFUL IN ADAPTING TO TECHNOLOGICAL CHANGE
(continued)

JOURNEYPERSONS

COMMENTS/SUGGESTIONS	#	%
1. Update theory and text books	41	41.8
2. Update equipment and instruction manuals	24	24.5
3. Update instructors/training procedures	11	11.2
4. Increase supervision/instruction	3	3.1

98 or 33.0% of journeypersons gave comments/suggestions

INSTRUCTORS

COMMENTS/SUGGESTIONS	#	%
1. More funding for new equipment	6	24.0
2. Instructor training on new technology	4	16.0
3. There isn't sufficient lead time	4	16.0
4. Employer/Journeymen need to take more responsibility	2	8.0
5. More communication between college & employer	1	4.0

25 or 59.5% of Instructors gave comments/suggestions

TRADE ADVISORY COMMITTEES

COMMENTS/SUGGESTIONS	#	%
1. Out-of-date equipment/materials	10	71.4
2. Employers stay up-to-date with industry	2	14.3
3. Insufficient funding for updating	1	7.1
4. Employer awareness re: on-the-job training	1	7.1

14 or 36.8% of TAC members gave comments/suggestions

TABLE 3.16
ARE THERE ANY FACTORS WHICH HINDER OR PREVENT EMPLOYER PARTICIPATION
IN THE APPRENTICESHIP TRAINING PROGRAM

RESPONSE	EMPLOYERS		TAC EMPLOYERS	
	#	%	#	%
YES	45	33.6	7	43.8
NO	89	66.4	9	56.3

134 or 79.3% of employers gave a response

16 or 42.1% of TAC employer representatives gave a response

TABLE 3.17
EXPLANATION OF FACTORS WHICH HINDER OR PREVENT EMPLOYER PARTICIPATION

EMPLOYERS

FACTOR	#	%
1. Costs/wages too high	21	47.7
2. Other - economic uncertainty		
- more government direction		
- for the amount of subsidy its not worth the effort		
- there should be guidelines and requirements for employers to meet	17	38.6
3. Lack of work in off season	5	11.4
4. Apprentice/journeymen ratio	1	2.3

44 or 26.0% of employers gave a response

TRADE ADVISORY COMMITTEE EMPLOYER REPRESENTATIVES

FACTOR	#	%
1. Other - shortage of time or initiative to improve or identify training requirements		
- lack of knowledge about apprenticeship		
- subsidy should be longer than 6 months	5	71.4
2. No training available in Manitoba	1	14.3
3. Wages to apprentices	1	14.3

7 or 18.4% of TAC employer reps. gave a response

TABLE 3.18
SUGGESTIONS ON HOW TO INCREASE EMPLOYER PARTICIPATION
IN THE APPRENTICESHIP TRAINING PROGRAM

EMPLOYERS

SUGGESTION	#	%
1. Other - eliminate some of the red tape required - list of candidates should be made available to employers - a more binding agreement that apprentice cannot leave employer after training without good reason - apprentice pay employer for training	12	37.5
2. Government wage assistance	10	31.3
3. Involve employers in setting up program	8	25.0
4. Lower minimum wage	1	3.1
5. Only economic upturn would help	1	3.1

32 or 18.9% of employers gave a response

TRADE ADVISORY COMMITTEE EMPLOYER REPRESENTATIVES

FACTOR	#	%
1. Other	5	62.5
2. Financial assistance	1	12.5
3. More input from employers in setting up program	1	12.5
4. More/better communication with Apprenticeship Branch	1	12.5

8 or 21.1% of TAC employer reps. gave a response

TABLE 3.19
EFFECTIVENESS OF APPRENTICESHIP TRAINING PROGRAM
IN MEETING THE DEMAND FOR
TYPES OF SKILLS OF TRADESPERSONS

TYPES OF SKILLS	EMPLOYERS		INSTRUCTORS		TRADE ADVISORY COMMITTEES	
	#	%	#	%	#	%
Very Effective	43	29.3	25	59.5	10	27.0
Somewhat Effective	83	56.5	15	35.7	23	62.2
Not Effective	6	4.1	1	2.4	4	10.8
Don't know	15	10.2	1	2.4	0	0.0
TOTAL	147	100.0	42	100.0	37	100.0

TABLE 3.20
EFFECTIVENESS OF APPRENTICESHIP TRAINING PROGRAM
IN MEETING THE DEMAND FOR
QUALITY OF SKILLS OF TRADESPERSONS

QUALITY OF SKILLS	EMPLOYERS		INSTRUCTORS		TRADE ADVISORY COMMITTEES	
	#	%	#	%	#	%
Very Effective	31	21.5	23	54.8	10	27.0
Somewhat Effective	92	63.9	16	38.1	23	62.2
Not Effective	8	5.6	2	4.8	4	10.8
Don't know	13	9.0	1	2.4	0	0.0
TOTAL	144	100.0	42	100.0	37	100.0

TABLE 3.21
OVERALL SATISFACTION WITH
APPRENTICESHIP TRAINING PROGRAM

LEVEL OF SATISFACTION	EMPLOYERS		JOURNEYPERSONS		INSTRUCTORS		TRADE ADVISORY COMMITTEES	
	#	%	#	%	#	%	#	%
Very Satisfied	15	10.1	61	21.3	14	35.0	8	22.8
Satisfied	120	80.5	200	69.7	17	42.5	19	54.3
Dissatisfied	14	9.4	21	7.3	8	20.0	5	14.3
Very Dissatisfied	0	0.0	5	1.7	1	2.5	3	8.6
TOTAL	149	100.0	287	100.0	40	100.0	35	100.0

TABLE 3.22
EFFECTIVENESS OF APPRENTICESHIP PROGRAM
IN MATCHING SUPPLY AND DEMAND

TYPE OF RESPONDENT	NO. OF RESPONDENTS	AVERAGE RATING OF RESPONSE
<u>RE: APPRENTICES:</u>		
Employers	111	3.0
Instructors	29	2.8
Trade Advisory Council Members	33	3.4
<u>RE: JOURNEYPERSONS:</u>		
Employers	106	3.2
Instructors	26	2.8
Trade Advisory Council Members	35	3.3

RATINGS: "5" = Demand for more than supply.
 "4" = Demand slightly more than supply.
 "3" = Demand equal to supply.
 "2" = Demand slightly less than supply.
 "1" = Demand far less than supply.

TABLE 3.23
EFFECTIVENESS OF APPRENTICESHIP PROGRAM
IN MATCHING SUPPLY AND DEMAND, BY TRADE
(EMPLOYERS' RESPONSES)

TRADE	APPRENTICES		JOURNEYPERSONS	
	No. of Responses	Average Rating	No. of Responses	Average Rating
Aircraft	2	2.0	1	3.0
Boilermakers	1	2.0	0	N/A
Bricklayers	3	3.7	2	3.5
Carpenters	16	2.6	13	2.6
Construction Electrician	15	3.1	15	2.9
Drywall	1	3.0	1	3.0
Heavy Duty Equipment Mechanic	20	3.1	21	3.0
Industrial Electrician	2	2.0	2	2.5
Industrial Mechanic	2	3.5	2	3.5
Instrument Mechanic	0	N/A	0	N/A
Machinist	6	3.2	8	3.5
Motor Vehicle Body Repairer	8	3.3	9	3.8
Motor Vehicle Mechanic	20	3.2	21	3.7
Painters/Decorators	2	2.5	2	2.5
Plumber	3	3.0	2	2.5
Refrigeration and Air Conditioning	3	3.3	3	4.7
Sheet Metal	3	3.0	3	2.0
Tool and Die Makers	2	3.5	1	3.0
Welder	1	3.0	0	N/A

N/A = Not Applicable

RATINGS: "5" = Demand far more than supply
 "4" = Demand slightly more than supply
 "3" = Demand equal to supply
 "2" = Demand slightly less than supply
 "1" = Demand far less than supply

TABLE 4.1
FEDERAL SUPPORT FOR APPRENTICESHIP TRAINING IN MANITOBA
COMPARED WITH TRAINING DAY VOLUMES AND TRAINEES ENROLLED
1980/81 TO 1986/87

FISCAL YEAR	TOTAL FEDERAL SUPPORT UNDER DIRECT PURCHASE ARRANGEMENT	TRAINING DAYS	TRAINEES
1980/81	3,010,269	87,183	2,498
1981/82	4,050,540	89,770	2,496
1982/83	5,006,743	92,619	2,574
1983/84	3,958,610	74,970	2,127
1984/85	4,067,984	71,225	2,114
1985/86	4,319,347*	70,621*	2,100
1986/87	4,838,906*	77,000*	2,300

SOURCE: Employment and Immigration Canada, Annual Statistical Reports

NOTE: * Excludes Limestone training for 1985/86 and 1986/87

TABLE 4.2
 APPRENTICESHIP TRAINING PURCHASES
 BY CEIC
 ANNUAL EXPENDITURES - DIRECT PURCHASE

FISCAL YEAR	COURSE COST	SUPPORT FOR PROV. ADMIN.	ALLOWANCES	TOTAL CEIC EXPENDITURES	% ANNUAL CHANGE
1980/81	2,360,703	189,800	459,766	3,010,269	
1981/82	3,304,457	241,800	504,283	4,050,540	+34.6
1982/83	4,372,159	218,100	416,484	5,006,743	+23.6
1983/84	3,455,865	138,100	364,645	3,958,610	-20.9
1984/85	3,584,155	144,200	339,629	4,067,984	+ 2.8
1985/86	3,689,947*	149,400	480,000	4,319,347*	+ 6.2
1986/87	4,153,000	166,900	519,006	4,838,906**	+12.0

SOURCE: Employment and Immigration Canada, Annual Statistical Reports

NOTES: * Includes trainee travel, commuting costs, etc.

** Exclude Limestone Training for 1985/86 and 1986/87

TABLE 4.3
 APPRENTICESHIP TRAINING DAYS PURCHASED
 BY CEIC
 PROPORTION OF ALL INSTITUTIONAL TRAINING

FISCAL YEAR	APPRENTICESHIP	ALL INSTITUTIONAL TRAINING	% APPRENTICESHIP TO TOTAL
1980/81	87,183	630,110	13.8
1981/82	89,770	622,863	14.4
1982/83	92,619	665,350	13.9
1983/84	74,970	605,382	12.4
1984/85	71,225	599,730	11.9
1985/86	70,621	633,700	11.3
1986/87	77,000	533,100	13.9

SOURCE: Employment and Immigration Canada, Annual Statistical Reports

TABLE 4.4
 PERCENTAGE OF FIRMS OPERATING COSTS
 WHICH GO TOWARDS TRAINING APPRENTICES
 (EMPLOYERS' RESPONSE)

COSTS	#	%
Less than 5%	54	45.0
5% - 10%	33	27.5
11% - 20%	28	23.3
21% - 30%	3	2.5
More than 30%	2	1.7
TOTAL	120	100.0

TABLE 4.5
COST OF TRAINING APPRENTICES

VERY IMPORTANT/SOMEWHAT IMPORTANT FACTORS	EMPLOYERS		TAC EMPLOYER REPRESENTATIVES	
	#	%	#	%
1. Wages paid to apprentices	149	94.9	22	100.0
2. Lost production time for journeypersons	149	93.7	22	100.0
3. Cost of providing on-the-job instruction by journeypersons	148	93.7	22	100.0
4. Reduced production levels of apprentices	136	87.2	16	76.2
5. Wear and tear on equipment	108	67.9	14	66.7

TABLE 4.6
EFFECT ON GENERAL OPERATING COSTS
IF FIRM DID NOT TRAIN APPRENTICES

EFFECT	EMPLOYERS		TAC EMPLOYER REPRESENTATIVES	
	#	%	#	%
Increase Costs	20	14.0	1	4.8
Decrease Costs	59	41.3	11	52.4
Remain the same	43	30.1	7	33.3
Don't Know	21	14.7	2	9.5
TOTAL	143	100.0	21	100.0

TABLE 4.7
EFFECT ON PRODUCTIVITY
IF FIRM DID NOT TRAIN APPRENTICES

EFFECT	EMPLOYERS		TAC EMPLOYER REPRESENTATIVES	
	#	%	#	%
Increase	64	44.4	9	42.9
Decrease	28	19.4	6	28.6
Remain the same	34	23.6	4	19.0
Don't Know	18	12.5	2	9.5
TOTAL	144	100.0	21	100.0

TABLE 4.8
THE COSTS OF APPRENTICESHIP TRAINING

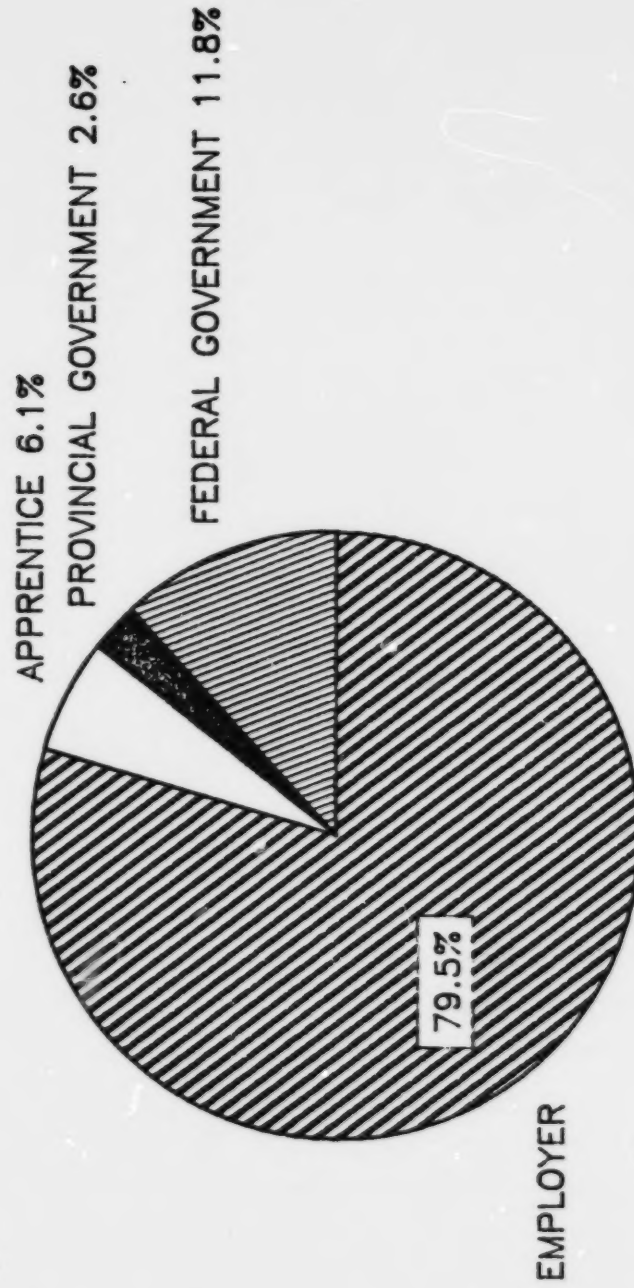
	<u>Total</u>	<u>Per Apprentice</u>
<u>FEDERAL COSTS (1985/86)</u>		
National Training Act:		
- Direct Purchase Excluding Limestone		
Course Costs	\$ 4,153,000	\$ 1,806
Administration	166,900	73
Allowances	519,006	226
	<u>4,838,906</u>	<u>2,105</u>
Training for the Limestone Project	690,000	1,806
Training Under the Skills Shortages Component of CJS	267,000	3,708
Work-Based Training (CTST and GIT)	1,302,488	7,940
Administration Costs	224,000	70
Unemployment Insurance (federal share of benefits)	420,000	150
TOTAL FEDERAL COSTS	<u>\$ 7,742,394</u>	<u>\$ 3,055</u>
<u>PROVINCIAL COSTS (1986/87)</u>		
Apprenticeship Branch (net)	\$ 690,300	\$ 216
Net Additional Cost to the Department of Education	<u>1,035,000</u>	<u>305</u>
TOTAL PROVINCIAL COSTS	<u>\$ 1,725,300</u>	<u>\$ 541</u>
<u>APPRENTICE COSTS</u>		
Foregone Wages While in Training	\$ 3,300,000	\$ 1,031
Apprentices Share of UI Drawn by Trainees	700,000	218
Wages Foregone While Working as an Apprentice Rather Than a Labourer	<u>Nil</u>	<u>Nil</u>
TOTAL APPRENTICE COSTS	<u>\$ 4,000,000</u>	<u>\$ 1,250</u>
<u>EMPLOYER COSTS</u>		
Training Costs	\$16,600,000	\$ 5,000
Reduced Journeyperson Productivity	25,000,000	8,000
Increased Waste/Breakage	2,000,000	600
Accidents	1,500,000	500
Administrative Costs	6,000,000	2,000
Employers' Share of UI Drawn by Trainees	<u>980,000</u>	<u>306</u>
TOTAL EMPLOYER COSTS	<u>\$52,080,000</u>	<u>\$16,406</u>
TOTAL COST OF APPRENTICESHIP TRAINING	<u><u>\$65,547,694</u></u>	<u><u>\$20,484</u></u>

SOURCES: Employment and Immigration Canada Annual Statistical Reports, Province of Manitoba Estimates, Employer Cost Surveys, Survey of Employers, Manitoba Construction Labour Relations Association

CHART 6

SUMMARY OF INVESTMENT BY VARIOUS GROUPS
IN APPRENTICESHIP TRAINING 1986/87

TOTAL INVESTMENT: \$66,000,000



SOURCES: Employment and Immigration Canada Annual Statistical Reports, Province of Manitoba Estimates, Employer Cost Surveys, Survey of Employers, Manitoba Construction Labour Relations Association

TABLE 5.1
DISTRIBUTION OF WOMEN AND NATIVE APPRENTICES BY TRADE
AS OF DECEMBER, 1986

Trade	Women Apprentices	Native Apprentices
Aircraft Mechanic	3	11
Boilermaker	-	6
Bricklayer	-	3
Carpenter	7	490
Cook	9	12
Construction Electrician	5	109
Drywall Mechanic	-	5
Heavy Duty Equipment Mechanic	2	111
Industrial Electrician	-	14
Industrial Instrument Mechanic	-	2
Industrial Mechanic	2	9
Industrial Welder	5	66
Machinist	2	7
Motor Vehicle Body Repairer	-	6
Motor Vehicle Mechanic	4	45
Painter and Decorator	6	6
Plumber	2	72
Power Electrician	5	5
Refrigeration & Air Conditioning Mechanic	-	6
Sheet Metal Worker	-	4
Steamfitter	2	1
TOTAL	54	990

SOURCE: Manitoba Labour, Apprenticeship and Training, Administrative Records

TABLE 5.2
ENROLLMENT TRENDS FOR WOMEN
1980-1986

TRADE	1980	1981	1982	1983	1984	1985	1986
Aircraft Mechanic							
Registrations					2	3	1
Cancellations						1	2
Completions							
Active					2	4	3
Carpenters							
Registrations	1	3	4	1	2	3	4
Cancellations		1		1	2	2	2
Completions		2	2		1	1	1
Active	5	5	7	7	6	6	7
Cook							
Registrations							9
Cancellations							
Completions							
Active							9
Construction Electrician							
Registrations		1	2	1	1	2	1
Cancellations			1		1		1
Completions							
Active		1	2	3	3	5	5
Heavy Duty Equipment Mechanic							
Registrations							2
Cancellations							
Completions							
Active							2
Industrial Electrician							
Registrations							
Cancellations							
Completions	1	1					
Active	1						

TABLE 5.2
ENROLLMENT TRENDS FOR WOMEN
1980-1986
(continued)

TRADE	1980	1981	1982	1983	1984	1985	1986
Industrial Instrument Mechanic							
Registrations							
Cancellations							
Completions							1
Active	1	1	1	1	1	1	
Industrial Mechanic							
Registrations	3	1					2
Cancellations			2				
Completions	1		1		1		
Active	3	4	1	1			2
Industrial Welder							
Registrations		2		2		3	2
Cancellations			1	1			1
Completions						1	
Active		2	1	2	2	4	5
Machinist							
Registrations	4	1	2	1	1		
Cancellations		2	1		2	1	
Completions					1		
Active	4	3	4	5	3	2	2
Motor Vehicle Body Repairer							
Registrations		3					
Cancellations		1		1			
Completions							1
Active		2	2	1	1	1	
Motor Vehicle Mechanic							
Registrations	1	2	1			2	2
Cancellations			2				
Completions				1		2	
Actives	2	4	3	2	2	2	4

TABLE 5.2
ENROLLMENT TRENDS FOR WOMEN
1980-1986
(continued)

TRADE	1980	1981	1982	1983	1984	1985	1986
Painter and Decorator							
Registrations			2		2	1	3
Cancellations				2			
Completions			1				
Active	1	1	2		2	3	6
Plumber							
Registrations						1	1
Cancellations							
Completions							
Active						1	2
Power Electrician							
Registrations	1					4	1
Cancellations					1		
Completions							
Active	1	1	1	1		4	5
Steamfitter							
Registrations					1	1	
Cancellations							
Completions							
Active					1	2	2
Steel Fabricator							
Registrations		2					
Cancellations			2				
Completions							
Active		2					
Tool and Die							
Registrations		1					
Cancellations							
Completions				1			
Active		1	1				
Total							
Registrations	10	16	11	5	9	20	28
Cancellations		4	9	6	6	4	6
Completions	2	3	4	2	3	4	3
Actives	18	27	25	23	23	35	54

SOURCE: Manitoba Labour, Apprenticeship and Training, Administrative Records

TABLE 5.3
PERCENTAGE OF RESPONDENTS WHO IDENTIFIED THE FOLLOWING
AS BARRIERS FOR WOMEN

BARRIERS	EMPLOYERS #	EMPLOYERS %	JOURNEYPERSONS #	JOURNEYPERSONS %	INSTRUCTORS #	INSTRUCTORS %	TRADE ADVISORY COMMITTEES #	TRADE ADVISORY COMMITTEES %	FEDERAL AND PROVINCIAL COUNSELLORS #	FEDERAL AND PROVINCIAL COUNSELLORS %
Formal Education	9	9.1	10	6.6	3	7.9	3	10.0	1	10.0
Lack of Prior Work Experience	44	44.8	75	50.0	17	44.9	14	46.7	8	80.0
Family Responsibilities	37	38.1	68	45.2	17	44.7	6	20.0	6	60.0
Attitudes of Employers	30	31.1	72	47.5	15	39.4	7	23.4	7	70.0
Attitudes of Employees	21	21.6	37	24.6	13	34.3	3	10.0	5	50.0
Attitudes of Trade Unions	11	11.3	21	14.0	4	10.5	2	6.7	4	40.0
Attitudes of Group Members	12	12.3	23	15.4	6	15.8	5	16.6	6	60.0
Attitudes of Vocational Counsellors and Instructors	2	1.2	12	8.0	N/A	N/A	2	6.6	N/A	N/A
Ability to Find Sponsoring Employer	35	34.7	55	36.7	15	39.4	12	40.0	9	90.0
Apprentice/Tradesperson Ratio	12	12.3	23	15.2	3	7.9	2	6.6	1	10.0
Physical Prerequisites	44	45.4	69	46.0	21	55.2	22	73.3	5	50.0
Conditions of Employment	17	17.7	27	17.9	6	15.8	5	16.7	5	50.0
Physical Layout, Equipment and Facilities in Workplace	15	15.3	27	18.0	4	10.5	4	13.3	1	10.0
Level of Training Allowance/ Unemployment Insurance	8	8.3	24	16.0	N/A	N/A	3	10.0	N/A	N/A
Lack of Support for Day Care	36	37.5	60	40.0	N/A	N/A	10	33.3	N/A	N/A

TABLE 5.4
PERCENTAGE OF RESPONDENTS WHO IDENTIFIED THE FOLLOWING
AS BARRIERS FOR NATIVES

BARRIERS	EMPLOYERS #	EMPLOYERS %	JOURNEYPERSONS #	JOURNEYPERSONS %	INSTRUCTORS #	INSTRUCTORS %	TRADE ADVISORY COMMITTEES #	TRADE ADVISORY COMMITTEES %	FEDERAL AND PROVINCIAL COUNSELLORS #	FEDERAL AND PROVINCIAL COUNSELLORS %
Formal Education	32	32.5	52	34.6	21	55.2	15	50.0	9	90.0
Lack of Prior Work Experience	28	28.5	48	32.1	18	47.5	11	36.6	9	90.0
Family Responsibilities	2	2.0	13	8.6	2	5.2	0	0.0	3	30.0
Attitudes of Employers	27	27.9	62	41.4	17	44.6	4	13.3	8	80.0
Attitudes of Employees	27	27.8	43	28.6	12	31.6	3	10.0	4	40.0
Attitudes of Trade Unions	8	8.2	15	10.0	3	7.9	3	10.0	-	-
Attitudes of Group Members	19	19.6	34	22.6	7	18.5	6	20.0	4	40.0
Attitudes of Vocational Counsellors and Instructors	1	1.0	13	8.6	N/A	N/A	3	9.9	N/A	N/A
Ability to Find Sponsoring Employer	32	32.6	52	34.7	16	42.0	13	43.3	9	90.0
Apprentice/Tradesperson Ratio	8	9.2	14	9.2	2	5.3	4	13.2	1	10.0
Physical Prerequisites	1	1.0	4	2.7	1	2.6	1	3.3	-	-
Conditions of Employment	1	1.0	4	2.6	4	10.5	4	13.3	4	40.0
Physical Layout, Equipment and Facilities in Workplace	0	0.0	5	3.4	1	2.6	1	3.3	1	10.0
Level of Training Allowance/ Unemployment Insurance	9	9.2	20	13.3	N/A	N/A	3	10.0	N/A	N/A
Lack of Support for Day Care	7	7.3	12	8.0	N/A	N/A	4	13.3	N/A	N/A

TABLE 5.5
PERCENTAGE OF RESPONDENTS WHO IDENTIFIED THE FOLLOWING
AS BARRIERS FOR PHYSICALLY HANDICAPPED

BARRIERS	EMPLOYERS #	EMPLOYERS %	JOURNEYPERSONS #	JOURNEYPERSONS %	INSTRUCTORS #	INSTRUCTORS %	TRADE ADVISORY COMMITTEES #	TRADE ADVISORY COMMITTEES %	FEDERAL AND PROVINCIAL COUNSELLORS #	FEDERAL AND PROVINCIAL COUNSELLORS %
Formal Education	19	19.3	24	15.9	5	13.1	5	16.7	2	20.0
Lack of Prior Work Experience	34	34.6	59	39.4	17	44.8	10	33.3	8	80.0
Family Responsibilities	4	4.1	13	8.6	5	13.1	0	0.0	-	-
Attitudes of Employers	39	40.2	72	48.1	16	42.0	10	33.3	7	70.0
Attitudes of Employees	17	17.5	38	25.3	5	13.2	4	13.3	2	20.0
Attitudes of Trade Unions	11	11.3	24	16.0	4	10.5	4	13.4	1	10.0
Attitudes of Group Members	7	7.2	25	16.7	3	7.9	2	6.7	4	40.0
Attitudes of Vocational Counsellors and Instructors	4	4.1	18	11.9	N/A	N/A	2	6.6	N/A	N/A
Ability to Find Sponsoring Employer	46	46.9	71	47.4	15	39.4	15	50.0	8	80.0
Apprentice/Tradesperson Ratio	15	15.4	23	15.3	3	7.9	4	13.2	1	10.0
Physical Prerequisites	71	73.2	94	62.6	31	81.5	23	76.6	7	70.0
Conditions of Employment	22	22.9	39	25.9	12	31.6	10	33.4	6	60.0
Physical Layout, Equipment and Facilities in Workplace	45	45.9	73	48.7	20	52.6	12	40.0	8	80.0
Level of Training Allowance/ Unemployment Insurance	8	8.3	25	16.6	N/A	N/A	2	6.7	N/A	N/A
Lack of Support for Day Care	9	9.4	13	8.7	N/A	N/A	4	13.3	N/A	N/A

TABLE 5.6
PERCENTAGE OF RESPONDENTS WHO IDENTIFIED THE FOLLOWING
AS BARRIERS FOR VISIBLE MINORITIES

BARRIERS	EMPLOYERS #	EMPLOYERS %	JOURNEYPERSONS #	JOURNEYPERSONS %	INSTRUCTORS #	INSTRUCTORS %	TRADE ADVISORY COMMITTEES #	TRADE ADVISORY COMMITTEES %	FEDERAL AND PROVINCIAL COUNSELLORS #	FEDERAL AND PROVINCIAL COUNSELLORS %
Formal Education	17	17.3	19	12.6	10	23.6	7	23.3	5	50.0
Lack of Prior Work Experience	23	23.3	36	24.0	10	26.4	9	30.0	7	70.0
Family Responsibilities	2	2.0	8	5.3	2	5.2	0	0.0	-	-
Attitudes of Employers	26	26.8	50	33.4	14	36.8	4	13.3	6	60.0
Attitudes of Employees	17	17.5	32	21.3	9	23.7	4	13.3	3	30.0
Attitudes of Trade Unions	9	9.2	17	11.3	3	7.9	2	6.7	-	-
Attitudes of Group Members	11	11.4	22	14.8	7	18.5	3	10.0	3	30.0
Attitudes of Vocational Counsellors and Instructors	3	3.0	8	5.4	N/A	N/A	2	6.6	N/A	N/A
Ability to Find Sponsoring Employer	31	31.6	41	27.5	14	36.8	10	33.3	7	70.0
Apprentice/Tradesperson Ratio	11	11.3	8	5.3	2	5.3	4	13.2	1	10.0
Physical Prerequisites	5	5.1	5	3.3	2	5.3	1	3.3	-	-
Conditions of Employment	2	2.0	3	2.0	1	2.6	3	10.0	1	10.0
Physical Layout, Equipment and Facilities in Workplace	2	2.0	4	2.7	1	2.6	2	6.6	1	10.0
Level of Training Allowance/ Unemployment Insurance	8	8.2	16	10.7	N/A	N/A	3	10.0	N/A	N/A
Lack of Support for Day Care	7	7.3	9	6.0	N/A	N/A	4	13.3	N/A	N/A

TABLE 5.7
SUGGESTIONS ON HOW TO OVERCOME BARRIERS WHICH PRESENTLY
HINDER WOMEN FROM ENTERING THE APPRENTICESHIP TRAINING PROGRAM

EMPLOYERS RESPONSE FOR WOMEN

SUGGESTIONS	#	%
1. Other - i.e. -need more daycare available -attitude of construction labour force -would need protection in isolated job sites -counsellors do not direct women into these trades -general shortage of jobs	22	46.8
2. Industrial work is too strenuous	18	38.3
3. Women don't stay in trade	3	6.4
4. Need to be involved in mechanical field earlier	2	4.3
5. Specialization of trades	2	4.3

47 or 27.8% of employers gave a response

INSTRUCTORS RESPONSE FOR WOMEN

SUGGESTIONS	#	%
1. Change male/employer attitudes/slowly being accepted	11	47.8
2. Do not have the required strength	8	34.8
3. Other	3	13.0
4. Establish more daycare	1	2.4

23 or 54.8% of instructors gave a response

TRADE ADVISORY COMMITTEES RESPONSE FOR WOMEN

SUGGESTIONS	#	%
1. Not physically strong enough	12	54.5
2. More training available at high school level	4	18.2
3. Employer attitude	2	9.1
4. Other	2	9.1
5. Washroom facilities	1	4.5
6. Better daycare	1	4.5

22 or 57.9% of Trade Advisory Committee members gave a response

TABLE 5.8
SUGGESTIONS ON HOW TO OVERCOME BARRIERS WHICH PRESENTLY
HINDER NATIVES FROM ENTERING THE APPRENTICESHIP TRAINING PROGRAM

EMPLOYERS RESPONSE FOR NATIVES

SUGGESTIONS	#	%
1. Other i.e. -better counselling -more education	14	41.2
2. Attitude of employers/natives	11	32.4
3. Lack of experience	7	20.6
4. Special training	2	5.9

34 or 20.1% of employers gave a response

INSTRUCTORS RESPONSE FOR NATIVES

SUGGESTIONS	#	%
1. Upgrading/Pre-employment courses	7	31.8
2. Depends on individual	5	22.7
3. Other - i.e.-more formal education -change employer attitudes -need to be more responsible	4	18.2
4. More counselling/life skills	3	13.6
5. Cultural differences difficult to deal with	2	9.1
6. Work experience	1	4.5

22 or 52.4% of instructors gave a response

TRADE ADVISORY COMMITTEES RESPONSE FOR NATIVES

SUGGESTIONS	#	%
1. Lack of education	7	46.7
2. Attitude/dependability	5	33.3
3. Lack of experience	3	20.0

15 or 39.5% of Trade Advisory Committee members gave a response

TABLE 5.9
SUGGESTIONS ON HOW TO OVERCOME BARRIERS WHICH PRESENTLY
HINDER PHYSICALLY HANDICAPPED FROM ENTERING
THE APPRENTICESHIP TRAINING PROGRAM

EMPLOYERS RESPONSE FOR PHYSICALLY HANDICAPPED

SUGGESTIONS	#	%
1. Certain disabilities would eliminate some jobs	33	56.9
2. Other i.e. -proper facilities - ramps, washrooms -change employer attitudes -more counselling -lack of experience	13	22.4
3. Depends on workplace	8	13.8
4. Additional subsidies	3	5.2
5. Specialization of trade areas	1	1.7

58 or 34.3% of employers gave a response

INSTRUCTORS RESPONSE FOR PHYSICALLY HANDICAPPED

SUGGESTIONS	#	%
1. Depends on individual/disability	14	45.2
2. Very difficult/impossible to remove	8	25.8
3. Physical layout	4	12.9
4. Change employer attitudes	3	9.7
5. More counselling on suitable trade	1	3.2
6. Other	1	3.2

31 or 73.8% of instructors gave a response

TRADE ADVISORY COMMITTEES RESPONSE FOR PHYSICALLY HANDICAPPED

SUGGESTIONS	#	%
1. Depends on disability	11	50.0
2. Problem with access to workplace	5	22.7
3. Safety in workplace for disabled as well as co-workers	4	18.2
4. Other	2	9.1

22 or 57.9% of Trade Advisory Committee members gave a response

TABLE 5.10
SUGGESTIONS ON HOW TO OVERCOME BARRIERS WHICH PRESENTLY
HINDER VISIBLE MINORITIES FROM ENTERING THE APPRENTICESHIP TRAINING PROGRAM

EMPLOYERS RESPONSE FOR VISIBLE MINORITIES

SUGGESTIONS	#	%
1. Other - i.e.-attitudes of others -better counselling -general shortage of jobs -lack of experience -more formal education	19	65.5
2. Better communication skills	6	20.7
3. More positive media attention	3	10.3
4. Trade unions don't promote	1	3.4

29 or 17.2% of employers gave a response

INSTRUCTORS RESPONSE FOR VISIBLE MINORITIES

SUGGESTIONS	#	%
1. Reading and better understanding of English	8	40.0
2. Change employer attitudes	7	35.0
3. Counselling, life skills	3	15.0
4. Other	2	10.0

20 or 47.6% of instructors gave a response

TRADE ADVISORY COMMITTEES RESPONSE FOR VISIBLE MINORITIES

SUGGESTIONS	#	%
1. Language problems	7	46.7
2. Employer attitudes	5	33.3
3. Other	3	20.0

15 or 39.5% of Trade Advisory Committee members gave a response

TABLE 5.11
SUGGESTIONS ON HOW TO OVERCOME BARRIERS WHICH
PRESENTLY HINDER AFFIRMATIVE ACTION MEMBERS FROM ENTERING
THE APPRENTICESHIP TRAINING PROGRAM

JOURNEYPERSONS RESPONSE (Question to Journeypersons did not specify individual target groups)

SUGGESTIONS	#	%
1. Other i.e. -women lack physical prerequisites -Natives and minorities need more education -physically disabled would have problems with access to job sites -Natives lack ambition -lack of work experience -lack of job opportunities -upgrading/pre-employment courses	27	34.2
2. Disabled should not be allowed to work in some trades	25	31.6
3. Educate employers on target groups' abilities	14	17.7
4. Improve attitudes of society/employers/minorities	13	16.5

79 or 26.6% of journeypersons gave a response

TABLE 5.12
WOULD AFFIRMATIVE ACTION GROUP MEMBERS REQUIRE ASSISTANCE TO INCREASE
PARTICIPATION IN THE APPRENTICESHIP TRAINING PROGRAM

RESPONSE	EMPLOYERS		INSTRUCTORS		TAC		COUNSELLORS	
	#	%	#	%	#	%	#	%
YES	41	39.4	16	47.1	8	30.8	8	88.9
NO	63	60.6	18	52.9	18	69.2	1	11.1

104 or 61.5% of employers gave a response
 34 or 81.0% of instructors gave a response
 26 or 68.4% of Trade Advisory Committee members gave a response
 9 or 90.0% of Federal & Provincial Counsellors gave a response

IF YES, TYPE OF ASSISTANCE AFFIRMATIVE ACTION GROUPS WOULD NEED

EMPLOYERS

TYPE OF ASSISTANCE	#	%
1. Education/special training	10	33.3
2. Wage assistance	7	23.3
3. Depends on individual	4	13.3
4. Better transportation	3	10.0
5. More counselling	2	6.7
6. Related work experience	1	3.3
7. Other	3	10.0

30 or 17.8% of employers gave a response

INSTRUCTORS

TYPE OF ASSISTANCE	#	%
1. Better counselling	5	31.3
2. More financial support	4	25.0
3. Physically disabled needs a helper	2	12.5
4. Pre-employment/upgrading	2	12.5
5. Daycare facilities	1	6.3
6. Missing/Other	2	12.6

16 or 31.8% of instructors gave a response

TABLE 5.12
WOULD AFFIRMATIVE ACTION GROUP MEMBERS REQUIRE ASSISTANCE TO INCREASE
PARTICIPATION IN THE APPRENTICESHIP TRAINING PROGRAM
CONTINUED

TRADE ADVISORY COMMITTEES

TYPE OF ASSISTANCE	#	%
1. Depends on individual case	3	37.5
2. Other	2	25.0
3. More counselling	1	12.5
4. Wage assistance	1	12.5
5. Pre-employment/special training	1	12.5

8 or 21.1% of Trade Advisory Committee members gave a response

COUNSELLORS

TYPE OF ASSISTANCE - COMMENTS
Support services/more counselling/life skills Job placement Financial assistance Wage assistance

TABLE 5.13
WOULD THERE BE ADDITIONAL COSTS TO EMPLOYERS TO INCLUDE AFFIRMATIVE
ACTION GROUP MEMBERS IN THE APPRENTICESHIP TRAINING PROGRAM

RESPONSE	EMPLOYERS		TAC EMPLOYERS	
	#	%	#	%
YES	64	52.5	12	70.6
NO	58	47.5	5	29.4

122 or 72.2% of employers gave a response

17 or 44.7% of TAC Employer reps. gave a response

IF YES, TYPES OF ADDITIONAL COSTS

EMPLOYERS RESPONSE FOR WOMEN

TYPES OF ADDITIONAL COSTS	#	%
1. Answered yes, but did not specify	28	44.4
2. Washroom, change facilities	12	19.0
3. Other	10	15.9
4. Did not think there would be additional costs	7	11.1
5. Yes, there would be additional costs	2	3.2
6. Some extra equipment (different hoists)	1	1.6
7. Women don't stay	1	1.6

63 or 37.3% of employers gave a response

TAC EMPLOYERS RESPONSE FOR WOMEN

TYPES OF ADDITIONAL COSTS	#	%
1. Separate facilities required	5	41.7
2. Answered yes, but did not specify	3	25.0
3. Other	3	25.0
4. Yes, there would be additional costs	1	8.3

12 or 31.6% of TAC employers gave a response

TABLE 5.13
WOULD THERE BE ADDITIONAL COSTS TO EMPLOYERS TO INCLUDE AFFIRMATIVE
ACTION GROUP MEMBERS IN THE APPRENTICESHIP TRAINING PROGRAM
(continued)

EMPLOYERS RESPONSE FOR NATIVES

TYPES OF ADDITIONAL COSTS	#	%
1. Answered yes, but did not specify	41	65.1
2. Did not think there would be additional costs	6	9.5
3. Costs for increasing education	4	6.3
4. Absenteeism	4	6.3
5. Apprenticeship takes Natives longer	3	4.8
6. Other	3	4.8
7. Yes, there would be additional costs	2	3.2

63 or 37.3% of employers gave a response

TAC EMPLOYERS RESPONSE FOR NATIVES

TYPES OF ADDITIONAL COSTS	#	%
1. Answered yes, but did not specify	5	41.7
2. Did not think there would be additional costs	2	16.7
3. Attitude	2	16.7
4. Other	2	16.7
5. Takes longer to train	1	8.3

12 or 31.6% of TAC employers gave a response

TABLE 5.13
WOULD THERE BE ADDITIONAL COSTS TO EMPLOYERS TO INCLUDE AFFIRMATIVE
ACTION GROUP MEMBERS IN THE APPRENTICESHIP TRAINING PROGRAM
 (continued)

EMPLOYERS RESPONSE FOR VISIBLE MINORITIES

TYPES OF ADDITIONAL COSTS	#	%
1. Answered yes, but did not specify	42	66.7
2. Did not think there would be additional costs	10	15.9
3. Learning better communications	7	11.1
4. Other	3	4.8
5. yes, there would be additional costs	1	1.6

63 or 37.3% of employers gave a response

TAC EMPLOYERS RESPONSE FOR VISIBLE MINORITIES

TYPES OF ADDITIONAL COSTS	#	%
1. Answered yes, but did not specify	5	41.7
2. Did not think there would be additional costs	3	25.0
3. Language problems	3	25.0
4. Other	1	8.3

12 or 31.6% of employers gave a response

TABLE 5.14
WOULD EMPLOYERS REQUIRE ASSISTANCE TO INCREASE
PARTICIPATION OF AFFIRMATIVE ACTION MEMBERS?

RESPONSE	EMPLOYERS		TAC EMPLOYER REPRESENTATIVES	
	#	%	#	%
YES	62	54.9	11	64.7
NO	51	45.1	6	35.3

If YES, type of assistance employer would require:

EMPLOYERS

TYPE OF ASSISTANCE	#	%
1. Financial/Wage Assistance	33	63.5
2. Other	10	19.2
3. Physical Plant Alterations	7	13.5
4. Depends on Individual Case	2	3.8

52 or 83.9% of employers gave a response

TAC EMPLOYER REPRESENTATIVES

TYPE OF ASSISTANCE	#	%
1. Financial assistance to cover extra costs	7	63.6
2. Depends on Individual Involved	3	27.3
3. Answered yes, but did not give response	1	9.1

11 or 28.9% of TAC employer representatives gave a response

TABLE 5.15
FIRMS CURRENTLY TRAINING TARGET GROUP MEMBERS AS APPRENTICES
(EMPLOYERS' RESPONSE)

RESPONSE	NUMBER OF FIRMS	PERCENTAGE
YES	19	13.4
NO	123	86.6

If NO, possible reasons why employers are not training target group members.

REASON FOR NOT TRAINING	#	%
1. None have applied	51	42.1
2. Lack of training positions/not presently training	19	15.7
3. Answered no, but gave no reason	19	15.7
4. Type of work not suitable	5	4.1
5. None were qualified	4	3.3
6. Had bad experience previously	3	2.5

121 or 98.4% of employers gave a response

APPENDIX B

PUBLIC FORUMS

APPRENTICESHIP TRAINING STUDY

SUMMARY REPORT

EMPLOYERS' ASSOCIATION

PUBLIC FORUM

MANITOBA LABOUR
RESEARCH & PLANNING

87 04 21

APPRENTICESHIP TRAINING STUDY
SUMMARY REPORT OF EMPLOYERS' ASSOCIATION
PUBLIC FORUM

INTRODUCTION:

The employers' associations public forum component of the Apprenticeship Training Study was held on November 17, 1986 to gather opinions from employers' associations on three issues:

1. The relationship between apprenticeship training and the Canadian Job Strategy (CJS).
2. To analyze the costs associated with apprenticeship training and how these costs are shared among both levels of government, employers and apprentices.
3. To identify methods to bring about employment equity by increasing access to apprenticeship training for women, natives, the physically disabled and visible minorities.

Information packages on these issues were mailed with the invitations for attendance so that participants would be prepared for discussion.

In attendance were:

- | | |
|------------------|---|
| 1. Len Winder | Mechanical Association of Manitoba |
| 2. Wint Newman | Mining Association of Manitoba |
| 3. Herman Unger | Manitoba Motor Dealers |
| 4. Brent Hillier | Construction Labour Relations Association |
| 5. Dan Furlan | Winnipeg Chamber of Commerce |

- | | |
|--------------------|---|
| 6. Bill Jarand | Manitoba Heavy Construction Association |
| 7. Paul Lafreniere | Manitoba Sheet Metal Association |
| 8. Frank Mancini | Metro Motors |
| 9. Doug Lowden | Frontier Auto Body |
| 10. John Steel | Manitoba Sheet Metal Association |

The sessions were sponsored by Manitoba Labour. Mary Eady, Deputy Minister, gave the opening remarks. Also present were Barry Warrack, Apprenticeship Study Research Director; Terry Masse, Session Facilitator; and Ethel Kolochen, Session Recorder.

The following is an effort to summarize the discussions from all the employers' associations.

ISSUE 1: The relationship between apprenticeship training and the Canadian Job Strategy.

The employers' association members feel the six programs of CJS (Canadian Job Strategy) do not encompass apprenticeship training. They agreed the issue should not be how apprenticeship training can fit into CJS, but how CJS could be changed to accommodate target groups into the existing apprenticeship training program.

Another point which is stressed by the employers' associations is, if apprenticeship training is going to fall under CJS, training must be uniform across Canada. At present, there is only some mobility across Canada. If apprenticeship is going to be structured on a national basis, we must have uniform standards and qualifications for all trades right across the country.

The employer representatives feel if funding for training is only available for special needs groups, this would have a substantial impact on the construction industry. They stated the barriers these groups have are not all related to funding.

In the area of skill shortages, the employer representatives felt that politics played a major role. An example mentioned is the Limestone project. The previous government in power wanted the project started but felt the timing was not right. The decision to start the project was made a few years later when the government changed power. This decision created the immediate need for skilled tradespersons, which created shortages in many trades. Therefore, with political decisions such as this, the employer representatives did not think the government could predict skill shortages several years ahead.

The decision of skill shortages should not be left to the local advisory committees. If an employer is not involved with the committee on their decision of skill shortages, the employer may not be able to get funding for apprentices which are in demand for his/her particular business.

As well, the employer representatives are concerned with trades being designated a shortage one year and not the next. Would the funding be cut off in the middle of an apprentice's training? Employers want a guarantee from the government that funding will be available for the apprentice's entire apprenticeship.

ISSUE 2: To analyze the costs associated with apprenticeship training and how these costs are to be shared among both levels of government, employers and apprentices.

If apprenticeship programs are to fall under CJS, the programs would have to be cut back to three years. The employers' associations are concerned about what will happen to the fourth and, in some trades, fifth years of training. Employers consider the first year or two of the apprenticeship program as a liability. The employers costs are higher, even though apprentices wages are lower because the journeypersons have to use their time to train and supervise the apprentices. It is in the third, fourth and fifth years of training that the apprentice starts producing and paying off for an employer. Therefore, the employers do not think three year programs under CJS is an adequate training

period. This change would seriously impact the knowledge and quality of the journeypersons as well as the costs to employers.

The employers' association members agree if the federal government is going to cut back funding, in the long run these costs will be charged backed to the customer/client by way of increased labour costs. The construction industry is a very competitive industry. Employers could be outbidded on jobs by other employers who are not training apprentices because of the added costs incurred having apprentices. If all employers participate equally and fund their own training, there will not be a problem. However, if a few employers are training for everyone there will be major problems, perhaps an end to the apprenticeship program.

An alternate method of funding we could look at is the way the United States run their apprenticeship program. Their training program is funded, handled and managed by the unions. We would need to set up a governing body to charge employers a cents per hours worked contribution, regardless of the fact whether they are training apprentices or not. Problems with this method would be if contributions were to come from only unionized contractors, increased costs would rest solely on them. Therefore, every employer would have to contribute, unionized or non-unionized. This method would be fair to all employers.

Many of the employer representatives feel that the 10-months pre-apprenticeship course should be eliminated. The money saved could be put into the Apprenticeship Training Program. This could replace some of the funding cutbacks the federal government has planned. The employers feel that students taking the pre-apprenticeship course are not exposed to the real working conditions in the trades and do not develop good work habits. In turn, they come into the trades, find out it's not for them, and they quit. Whereas, if they had come right into the trade they would have been exposed to the real world without wasting 10 months of their time as well as government funds.

A few of the employers association members believe that apprentices today have it too easy. The apprentices way of thinking, which in a large sense is

fostered by unions, is everything should be provided and paid for, including training.

There was disagreement on this point by some of the employers association members at the forum. An example given is unlike the university student who pays his/her own tuition, an apprentice does produce for an employer, even if not as highly productive as he/she will become. Also, today, many apprentices are sole supporters, whereas in the old days many apprentices still lived with and were subsidized by their families. Therefore, they did not need as much as today's apprentice to make a living.

ISSUE 3: To identify methods to bring about employment equity by increasing access to apprenticeship training for women, natives, the physically handicapped and visible minorities.

There is a wide range of target groups. Each group has specific problems that differ from the other groups. We have to look at the real barriers that each individual group has going into and completing apprenticeship training. We need to find out what the extent of these barriers are. Then we have to figure out if a change can be made and who is responsible for this change. Is it the employers' responsibility?

A few of the employers' associations representatives pointed out to other representatives at the forum that we have to change employers' attitudes towards the hiring of target groups. If we do not, employers will be legislated to do so. We will no longer have a choice in the matter. So we better make opportunities available for target groups now. Some of the employers' representatives indicated that women and physically disabled could not do the physical work in the trades area. The others responded it is these attitudes which act as barriers blocking access to apprenticeship training for target groups.

There is the problem with employment equity programs being fair to everyone. If employers only receive funding to hire target groups, there is discrimination in the hiring process towards non-target groups. It does not matter to an employer what group an applicant is from. As long as the applicant is sincere and the employer believes this person will complete the program, this is the person that will be chosen.

The government must take into consideration the number of target group members actually wanting to apply for apprenticeships. They must realize there are going to be more men than women applying because many women are not interested in non-traditional occupations.

The employers' association members agree there needs to be more counselling and education in schools, as well as advertising, to increase public knowledge of apprenticeship training. People should be exposed to all career opportunities available to them, both traditional and non-traditional.

CONCLUSION:

The general consensus of the group is CJS should be changed to fit into apprenticeship training not vice versa. Leave apprenticeship training programs as they exist. Use the CJS program to supplement people of the special needs groups who want to take apprenticeship training.

The employers' association members agree funding should be available to assist target group members to get into apprenticeship training. However, the amount of funding should not be such a vast proportion that it precludes non-target groups from entering. This is not an equitable or fair solution.

The government should be reminded that employers are out to make a living, not just to train apprentices. Rather than the government telling employers they must hire unskilled target group members, they should be trying to educate employers in changing their attitudes towards hiring target groups. After all, it is the employers who really control whether or not there are apprentices, and they completely control who they hire.

APPRENTICESHIP TRAINING STUDY
SUMMARY REPORT
EMPLOYEES' ASSOCIATION PUBLIC FORUM

MANITOBA LABOUR
RESEARCH & PLANNING
87 04 21

APPRENTICESHIP TRAINING STUDY
SUMMARY REPORT
EMPLOYEES' ASSOCIATIONS' PUBLIC FORUM

The employees' associations public forum component of the Apprenticeship Training Study was held on November 18, 1986 to gather opinions from employees' associations on three issues:

1. The relationship between apprenticeship training and the Canadian Job Strategy (CJS).
2. To analyze the costs associated with apprenticeship training and how these costs are shared among both levels of government, employers and apprentices.
3. To identify methods to bring about employment equity by increasing access to apprenticeship training for women, natives, the physically disabled and visible minorities.

Information packages on these issues were mailed with the invitations for attendance so that participants would be prepared for discussion.

In attendance were:

Roger Beaudette	Sheet Metal Union
Gerry Bentley	Plumbers & Pipefitters Union
Leo Desilets	Sheet Metal Union
Harold Bedford	Carpenters Union
Horst Habeck	Bricklayers Union
John Pullen	Manitoba Government Employees Association
John Jamieson	Canadian Union of Public Employees
Wilf Hudson	Manitoba Federation of Labour
Miran Olynyk	Carpenters Union

The sessions were sponsored by Manitoba Labour. Mary Eady, Deputy Minister, gave the opening remarks. Also present were Barry Warrack, Apprenticeship Study Research Director; Terry Masse, Session Facilitator; and Ethel Kolothen, Session Recorder.

The following is an effort to summarize the discussions from all the employees' associations.

ISSUE 1: The relationship between apprenticeship training and the Canadian Job Strategy (CJS).

The Employees' Association representatives feel apprenticeship training has been running satisfactorily for a long time. The federal government should have taken this into consideration when implementing the CJS programs. The federal government has basically ignored apprenticeship training in their new training strategies. Changes should be made to allow Apprenticeship training a place in these new training programs.

CJS programs are providing money to the private sector for training on the short term. There is no long term programs under CJS which apprenticeships could fall under.

In the area of skill shortages, the union representatives don't understand why Local Advisory Councils have the right to determine whether or not a skill is in shortage. When an apprentice is indentured, there must be a skill shortage because employers wouldn't indenture an apprentice unless there is a need. Hiring and training depend on the economic situation. Some years the economic situations are better than others. It is in those better years apprentices will be hired. The trades themselves see to keeping their trades alive. If members retire, they are replaced by an apprentice. This method has been followed for years. We don't see why the federal government is ignoring this system and only considering shortages which are determined shortages by a committee.

The union representatives are concerned with the setting up of the Local Advisory Committees within ridings. The committees will want to accommodate the people within their own constituency. What will happen to the mobility of tradespeople to move where the jobs are within the Province?

The forum participants also feel only training in areas of skill shortages has other effects on the labour force. When economic turnarounds happen and there are no skilled workers available, off-shore workers are brought to Canada to make up for the shortages. In turn, this does not benefit Canadian people and is a discouragement for our youth.

Under CJS employers can receive funding for cheap labour without providing formalized training. An employer can lay-off after training and get a new batch under the wage subsidy programs. Meanwhile, the first batch of trainees are unemployed and have only learned skills related to one employer, therefore being no further ahead. We need a system of formalized training and recognition to ensure this type of situation will not occur.

ISSUE 2: To analyze the costs associated with apprenticeship training and how these costs are shared among both levels of government, employers and apprentices.

If the federal government goes ahead with the intended cutbacks, we will probably see the end of the Red Seal Program. Industry will still need qualified tradespersons. We could expect to see the return of the "helper system" where if a journeymen wanted a helper to learn he would teach the helper, if he didn't he wouldn't.

A few of the employees' association members feel employers should pay more for training. They feel employers have been lucky over the years in getting well trained people provided by the public sector.

There was disagreement on this point by members at the forum. An example given was the construction industry. When employers are bidding on contracts, if they have to account for the extra expenses of training apprentices, they could be outbidded by another employer who didn't have the apprentices. Employers in the construction industry cannot afford to pickup the extra costs of training caused by government cutbacks. The employers already pay the major portion of the costs. It is only the in-school training portion of apprenticeship that the government is actually paying for.

The employees' association representatives feel there is a need for compulsory certification. In doing this, everyone would have to get involved, not just union people. Otherwise, if it is just unionized contractors doing all the extra work involved in training, they won't stay unionized very long. There will be problems without compulsory certification of some sort.

One of the union representatives stated there wouldn't be a problem for his union to take over its own training program. In fact, they have applied to the federal government for one of the skills program. The union feels it has the facilities, money, and joint training program to provide proper training. Other representatives thought by this union taking on the responsibility of training their own people they are duplicating what is already done in the college system. Where will the standards come from? The community college system provides a standard of education which is generally know throughout the coummunity. They are the best places to train.

The employees' association members agreed that Manitoba has one of the best community college apprenticeship training programs in the country. It may be possible for unions and community colleges to run training programs on a joint basis. We could probably adapt to this system but we need several years of lead time.

The union representatives stated if training is left strictly to the employers and the unions, they have to get good qualifications and compulsory certification so non-union people will have to train at the same level.

The employee representatives stated the reason some apprentices never finish their apprenticeship training is because of lack of work. An apprentice may get laid-off when there is an economic downturn. In turn, the appentice goes and finds alternate employment in a different area as he/she still needs to provide for his/her family. He/she may find job security in the new position, not wanting to return to an apprenticeship with the possiblity of being laid-off again.

ISSUE 3: To identify methods to bring about employment equity by increasing access to apprenticeship training for women, natives, the physically disabled and visible minorities.

The union representatives agreed employers and society's attitudes towards target groups need to be changed. We must realize it is going to cost more to train target groups and we have to be willing to pay the cost.

The whole concept of target groups is so complex even from individual to individual. The barriers these people face almost need individual attention. For instance, handicapped can cover such a wide range of problems. Small groups of individuals with the same types of disabilities need to be identified in order to remove barriers.

One strategy which could be used to get employers to employ target groups is to demonstrate success stories of target group members in various occupations. Perhaps this would help to change employer attitudes in their hiring practices.

There needs to be an incentive built into the tendering specifications for the training and hiring of target groups. Consideration should be given to contractors who will hire these groups. The way it is now an employer can be outbidded on jobs because of the extra costs of training.

One of the representatives indicated that compulsory certification, which was mentioned in Issue 2, won't help target groups, in particular physically handicapped, into the construction industry. The physical barriers that exist for some people just cannot be eliminated.

The incentive to employ handicapped must come from the federal government. For example, the federal law in Europe states every company which has 50 or more employees must hire two handicapped people. These handicapped people are guaranteed employment when their training is finished. Our federal government is not willing to stick their neck out. There are trying to place this task on private industry.

One of the employee representatives stated his contractors hire Natives from the reserves when there is work in the North. If one of the Natives proves to be a good worker the contractor will keep this person as an employee in Winnipeg. The next time there is a job to be done in the North, this native is not recognized as a native by his/her own reserve. We have alot of problems like this in hiring natives from reserves. So before we can help the natives, they need to change their ways on the reserves.

CONCLUSION

The Canadian Job Strategy has ignored apprenticeship training completely. There is no need to incorporate apprenticeship training into CJS. Apprenticeship training has worked satisfactorily for a long time. The union representatives do not understand why the federal government has overlooked this point.

If employers were to only train in areas of declared skill shortages under one of the CJS programs, this would have a serious impact on the labour force. If there is an economic turnaround we would have an unprepared labour force and off-shore workers would be brought into Canada. This does not benefit the Canadian people and is a discouragement for our youth.

The employee representatives feel Manitoba community colleges provide excellent apprenticeship training. For the private sector to take on the responsibility of training would only duplicate what is already done in the college system. If training were to go to the private sector there would be a lack of educational standards. The community college system provides a standard of education which is known throughout the community. They are the best places to train. Community colleges should be given an opportunity to focus on short-term training.

The union representatives feel employers and apprentices already pay enough for training. These people cannot afford to pick up the federal government's intended cutbacks. Some other means of funding has to be arranged or the Apprenticeship training program will be in serious trouble.

The employee representatives feel that employers' as well as society's attitudes have to change in order to increase employment opportunities for target group members. There are some physical barriers which make it impossible for some people to do some jobs, but more opportunities should be made available for those who are willing and able. Society must realize it will cost more to train most target groups but we have to be willing to pay the cost.

APPRENTICESHIP TRAINING STUDY
SUMMARY OF COMMENTS FROM THE PUBLIC FORUM HELD FOR WOMEN
ON APPRENTICESHIP TRAINING

Manitoba Labour
Research & Planning
87 04 11



APPRENTICESHIP TRAINING STUDY
SUMMARY OF COMMENTS FROM THE PUBLIC FORUM HELD FOR WOMEN
ON APPRENTICESHIP TRAINING

INTRODUCTION

On March 1, 1987, there was a public forum held for women who are currently certified journeypersons or apprentices in Manitoba. These women were asked to the forum to discuss and identify methods to bring about employment equity by increasing access to apprenticeship training for women. In attendance were:

Gwen Pratt	Carpenter
Donna Allary	Carpenter
Joan Lagiewka	Carpenter
Alison Nutt	Machinist
Diane Shewchuk	Apprenticeship Counsellor & Heavy Duty Equipment Mechanic
Shirley Walker	Apprenticeship Counsellor & Boilermaker
Sandy Campbell	Apprentice/Carpenter
Lea Anne Stevens	Apprentice/Painter & Decorator
Linda Gaston	Apprentice/Painter & Decorator
Jeanette Bonnefoy	Apprentice/Painter & Decorator
Cecelia Liebrecht	Apprentice/Construction Electrician
Shelley Boehmer	Apprentice/Industrial Welder

The session was sponsored by Manitoba Labour. Mary Eady, Deputy Minister, gave the opening remarks. Also present were Terry Masse, Session Facilitator; and Ethel Kolochen, Session Recorder.

The women at the forum were asked a number of questions and were asked to discuss them. The following is a summary of their comments.

1. What prevents women from getting into the Apprenticeship Training Program?

One of the major problems mentioned is the attitudes of people, especially employers, saying women cannot do the job. Some employers will not even consider having women on job sites.

A lot of women are not willing to wait a year or two or however long it takes to get into the pre-employment courses offered for women. Without this course, it is apparently very hard for women to get an apprenticeship because they usually have no other means of acquiring work experience.

Two women stated that the counsellors at Canada Employment and Immigration Centre (CEIC) had given them a difficult time because they were wanting to enroll in non-traditional occupations.

The participants mentioned there is not enough publicity promoting the Apprenticeship Training Program in the newspapers, schools, and CEIC centres.

One of the apprenticeship counsellors stated there is now an affirmative action program in place in the community colleges which sets aside a number of spaces for women to take training in the various trades.

The participants agreed the trade options should be introduced to young women at an earlier age. Perhaps at the junior high school level, so these young women have an idea of what type of education they need in order to get into an Apprenticeship Training Program.

The apprenticeship counsellors that were at the forum stated that from their own experiences, young women are not encouraged at all to get into the non-traditional trades. Even when the counsellors talk to young people at career symposiums, they have found that the young people find it really difficult to make a choice when it comes to careers. At that age, they see this decision as one for the rest of their lives. Young people don't seem to realize that they can make a career change later in life.

2. What prevents women from completing the Apprenticeship Training Program?

One of the counsellors said she knew of a woman who was a welder and that she had been doing this job for a number of years. The reason she doesn't want to go for an apprenticeship is the fact that she doesn't want to travel to The Pas for training. Apparently, all industrial trades in-school training is done at Keewatin Community College in The Pas.

Pregnancy was mentioned as another reason for not completing apprenticeship training. A lot of employers are scared to hire women, as they do not want to waste their time and effort training a woman if she is going to get pregnant and take maternity leave, or not return to work. It was also mentioned that other male employees' attitudes change toward a pregnant co-worker, almost like they are scared to work with the person.

A number of women stated it is the isolation which is a major factor preventing women from completing an Apprenticeship Training Program. Being the only women in a shop or construction camp is very stressful. The women stated they feel they have to do their jobs twice as good as their male counterparts in order to prove themselves. They stated they are watched very closely and their work is always inspected. There is a tendency to forget that a work environment is also a social environment, and when you're the only women in a shop you really have very little in common with the men. It is very hard to cope with the isolation especially when trying to learn a trade at the same time. A few of the women stated from experience when they were the only women in a shop, they tended to represent "women" as a whole.

3. What specific needs of women must be addressed in order to help them complete the Program?

Support services is a major problem for women wanting to take apprenticeship training. In fact, some women have not been able to take training or quit their training because there is not adequate daycare services available. Also, if shift work is involved, daycare centres are not operating on a 24 hour a day basis. It is a problem for shift workers

in many occupations, one that should be addressed to the provincial government in terms of recommendations on changes to the program.

The participants suggested there should be a contact person at CEIC available, who knows about apprenticeship training, who could address the concerns of apprentices. CEIC should have contacts in unions to find out what trade areas are available at any given time. Also, if CEIC could have a few contractors available that would take on women in their trades, it would help women a great deal in knowing that they were in a receptive environment.

4. Are there any changes that we could make to the Apprenticeship Training Program to increase the participation of women? What would they be?

Some of the women suggested holding seminars at public libraries and schools, on non-traditional occupations available for women. Tradeswomen could be available to speak and answer questions and concerns about apprenticeship training for women. This may be a way to increase participation.

Some of the women feel there should be a system where there is cooperative shops set up in order for women to learn from tradeswomen. This would make it a much less stressful learning environment for women.

It was suggested that perhaps women in non-traditional occupations should set up their own support group system. With this type of system in place, women in various trades could speak to other tradeswomen about various concerns and ideas to help each other.

Some of the women feel by belonging to a union it gives them a mechanism to work through. They stated they are better protected in that if they ran into problems they could seek help from their union representatives.

There was a suggestion made by one of the participants to have female instructors teaching in the trade areas of the community colleges.

It was mentioned in some of the trades, there is a problem that there are not enough apprenticeships available for either men or women.

CONCLUSION:

It is very apparent from the public forum there is a need for changes to be made to the Apprenticeship Training Program to enable women increased opportunities to these areas of employment. In order to increase access to apprenticeship training for women a number of issues need to be addressed and changes made such as:

- Better support services (daycare, UIC, counselling)
- Methods of changing employer/male attitudes towards women in trades
- More promotional/advertising of pre-trades training and apprenticeship training for women

Trying to increase opportunities in non-traditional roles for women will be a slow process. Society as a whole has to change their attitudes towards women in non-traditional occupations. The suggested changes to the Apprenticeship Training Program, which were indicated at the public forum, will be of great value when modifications to the program are made to make apprenticeship training more accessible for women.

APPENDIX C

BRIEFS

LIST OF SUBMISSIONS

The Canadian Manufacturers' Association, Manitoba Branch

The Construction Labour Relations Association of Manitoba

Manitoba Association of Sheet Metal & Air Handling Contractors

Manitoba Hydro

Mechanical Contractors Association of Manitoba

The Mining Association of Manitoba Inc.

Piping Industry Training Committee of Manitoba

South Winnipeg Technical Centre

Winnipeg Construction Association



The Canadian
Manufacturers'
Association

Helping Manufacturers Grow



THE CANADIAN MANUFACTURERS' ASSOCIATION

MANITOBA BRANCH

SUBMISSION ON

FEDERAL - PROVINCIAL/TERRITORIAL STUDIES
ON APPRENTICESHIP TRAINING

MAY, 1987

Manitoba-Saskatchewan Division
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CMA-MANITOBA SUBMISSION
FEDERAL - PROVINCIAL/TERRITORIAL STUDIES
ON APPRENTICESHIP TRAINING

CMA-Manitoba commentary on additional Apprenticeship Training issues:

1. Red Seal Program (Mobility)

- a) Any program or guidelines to improve the mobility of Journeymen following training in all provinces of Canada is desirable, both for the trained workers and the efficiency of skill transfer under any country-wide jobs strategy.
- b) Uniform standards are a basis for measuring the skill level for training and ensuring that any pool of journeyman skills can be utilized in any area where local demands indicate a need.
- c) Economic development of areas without the availability of skilled labour would create a situation where money and development incentives could not be easily applied or utilized without ensuring that relocation of skilled labour would support the strategy for a given area.
- d) A lack of uniform standards by a province requiring skilled labour to meet the opportunities of regional economic development incentives would be a barrier to fulfilling the potential successful blend of funding and labour, to meet development objectives.

2. Competency-Based Training

All input to the research of this brief stressed the benefits of competency-based rather than time-based training.

The reality of available training supervision time, over a four-year span makes it mandatory that industry have a margin for fluctuations in production levels that reduce the variety and availability of supervisory time for the various skill areas of a given apprenticeship program.

The available supervision time of industry journeymen will vary according to demands of the workplace, and of necessity must take priority over training requirements that are presently rigidly scheduled. This rigid schedule of training increments allows time to pass without proper regard for guidance and evaluation at each step, due to other demands on journeyman time and machine availability.

A major reason quoted by journeymen themselves concerns the different level of learning ability and motivation of the apprentices. These basic requirements need development and vary with individuals, requiring variable time to adjust schedules for different training increments of a given skill. The time span of training needs to be flexible to reflect real differences in ability and motivation.

It has been suggested that exceptional competency displayed by an apprentice could reasonably afford completion over a minimum time span.

Consideration should be given to alternate time frames for the institutional training period of each year of apprenticeship. Agreement was expressed that medium to small business enterprises feel the negative impact of apprentices absent for consecutive weeks each year for institutional training.

Suggested were the splitting of this six to eight weeks training period into smaller increments, separated by a return to the workplace or some evening course time to reduce the loss of production time.

3. National Mobility

In such a large country as Canada, it has been shown over the last several years that a mobile workforce is necessary to meet regional development requirements. New technology is now impacting on various areas to different degrees and coupled with an aging labour force and restricted access to overseas skilled labour, creates a need for any labour pool to be mobile and standardized to even out demands.

4. Responsibility

Responsibility for funding apprenticeship training should be shared by Federal and Provincial governments and those seeking training. Industry also contributes to the cost by providing the facilities and supervision for hands-on experience, with no guarantee that trained journeymen can be absorbed into an existing workforce. Shared costs of institutional training by Provincial and Federal funding seems a reasonable expectation.

5. Existing Programs

This brief cannot comment on the effectiveness of existing programs in meeting the skill needs of the economy except to repeat our endorsement of improved standardization and mobility.

6. Participation by Disadvantaged Groups

In answer to how to increase participation of women, Natives, disabled persons, and visible minorities, it would appear that increased funding incentives is favored to promote taking these persons into apprenticeship programs.

BRIEF

OF

THE CONSTRUCTION LABOUR RELATIONS
ASSOCIATION OF MANITOBA

IN THE MATTER OF

THE APPRENTICESHIP TRAINING PROGRAM
AND THE CANADIAN JOBS STRATEGY

TO

MRS. MARY EADY
DEPUTY MINISTER OF LABOUR
PROVINCE OF MANITOBA

RESPECTFULLY SUBMITTED,

FEBRUARY 1987



We appreciate this opportunity to express our Association's concerns with respect to the federal government's current proposal to operate the Provincial Apprenticeship Training Program under the Canadian Jobs Strategy.

The members of our Association participate in approximately fifty percent of all the apprenticeship training programs currently operating in the province of Manitoba. Consequently, we have a good understanding of how the system works, and how it can be improved. As well, we have a vested interest in the continued operation of the apprenticeship training programs.

The construction industry relies almost exclusively on the existing apprenticeship training programs for its supply of competent and qualified tradesmen. Similarly, anyone wishing to become a journeyman tradesman, in one of the construction related trades, relies on the apprenticeship training programs for the technical and practical knowledge and experience required to attain that status. Consequently, any proposed changes to the structure and administration of the current programs should be scrutinized to ensure that the system is not inadvertently altered for the worse.

We have analyzed the federal government's proposal and have found several problems which, if ignored, could have serious implications for the future of apprenticeship training.

A fundamental problem with the federal government's proposal is that apprenticeship training does not fit into any of the six programs under The Canadian Jobs Strategy. Each program deals with a specific group under

certain conditions, and each program is very selective with respect to who may receive assistance. The following will illustrate this point:

<u>PROGRAM</u>	<u>PURPOSE/WHO BENEFITS</u>
COMMUNITY FUTURES	-deals solely with assisting in the development of communities which have experienced massive layoffs and plant closures.
INNOVATIONS	-provides "financial assistance" for pilot and demonstration projects which test new solutions to labour market problems.
JOB DEVELOPMENT	-provides training and development assistance for only those people who have been out of work for 24 of the previous 30 weeks (includes employment disadvantaged, women, Native people, and visible minorities).
JOB ENTRY	-assists young people (who have not yet graduated from post-secondary education institution, with priority given to young people who have not yet completed secondary school) and women (who have been out of the labour force for at least three years, who have the greatest requirement for assistance in returning to the labour force) who are having difficulty making the transition into the labour

JOB ENTRY CONT'D	-market. Also provides for work study programs at post-secondary institutions, and for career-related summer employment.
SKILL INVESTMENT	-only benefits people who are already employed. Assistance is given to upgrade skills and to prepare for/respond to technological change.
SKILL SHORTAGES	-provides financial assistance for employers who must train workers in required skills.

It is obvious that apprentices do not fit into any of the target groups at which the CJS is aimed:

- long term unemployed
- women re-entering the workforce
- unemployed youth
- retraining of workers to avoid layoffs and job displacement
- workers in communities where industries decline

The first five programs in the preceding list do not contain anything in the way of provisions for financial assistance for apprenticeship training. The sixth program, Skill Shortages, would seem to be the only program suited to dealing with the issue of apprenticeship training. However, after closer examination it is apparent that this program is not a viable alternative to the present system.

Under Skill Shortages, financial assistance for training is only available to a maximum of three years. As stated earlier, the members of our Association participate in approximately fifty per cent of all the apprenticeship programs currently operating. More than seventy per cent of those programs in which we are involved are four years or longer in duration. To obtain sufficient training in all aspects of the trade, it is necessary for these apprentices to go through a four or five year program. If funding is only available for a maximum of three years, then a great many apprentices could be denied between twenty-five and forty percent of their training. It would be impossible to condense a five year program into three years and still maintain the same educational quality. It appears to our Association that the CJS training periods are too short to accommodate apprenticeship training.

The Skill Shortages program also states that the federal government will have the responsibility of identifying skill requirements on a regional and local basis to ensure that training relates directly to the needs of the local economy. We perceive a number of problems with this. Primarily, it is virtually impossible for the federal government or any other body to accurately predict the present and future skill requirements for any specific region far enough in advance. The construction industry is cyclical in nature - the level of activity can range from very high to very low in a very short time span. Consequently, it is very difficult to determine which skills will be in demand and when. Major industrial, commercial, and

institutional projects can be announced with project commencement dates perhaps only a year away. The skill requirements could be quite high (a demand for a great number of trades-people), but only superficial training could be completed by new trainees within the year. Thus, there would be a severe shortage of qualified workers even though the skill requirements were identified by the CJS Skill Shortages program as soon as the projects were announced. Obviously, construction related training must continue to be done on an on-going basis.

A second, critical problem here is that if the federal government did not feel there was a shortage of a particular skill in a particular region, then no funding would be available for training purposes for that trade. Totally cutting off funding could interrupt the training of apprentices already working their way through the program.

A third problem concerns the fact that skill requirements will be identified locally/regionally to ensure training relates to the needs of the local economy. This ignores the fundamental characteristic of the construction industry - the mobility of the labour force. Mobility is a fact of life in construction. Tradesmen and contractors alike know all too well that they must go where the work is located. Most on-site construction is of short duration and skill requirements can vary extremely from one type of project to another. To enhance employment continuity, the nature of the industry requires workers to be flexible and highly mobile. If little or no construction activity was taking place in a certain area, the needs of the local economy would dictate that no training was necessary. This, in spite

of the fact that if someone were trained regardless of the local economy, they could find employment elsewhere. By linking training to the local economy in an absolute manner, the CJS may effectively eliminate potential employment opportunities for individuals, and at the same time restrict the mobility of labour which our industry requires and depends upon.

Under the "Skill Shortages" program, employers will be encouraged to develop their own training programs. This, combined with the proposed regional/local identification of skill requirements, could mean that in any one province a multitude of training programs (all different) for any specific trade could be established.

Employers may focus on only one or selected facets of the trade, since smaller employers often specialize in certain areas. Thus, this system of uncoordinated employer - designed training programs could produce "journeymen" with very limited knowledge and skills. Such "journeymen" would consequently be extremely limited with respect to their mobility and their potential employment opportunities. Fragmented individually designed training programs would mean that current uniform training standards would become a thing of the past. No basic standard of competence would exist in the province, or between provinces, effectively eliminating the mobility of tradesmen within and between provinces.

"Skill Shortages" also does not address the issue of examining and licensing procedures. It may prove impossible to perform examinations for the purpose

of licensing, since if no standardized training curriculum is implemented there would exist no "common" skill areas which could be tested.

It is quite apparent that the CJS will have a propensity to fragment training. This is the exact opposite of what our industry requires. It is generally agreed that what we need is more "Red Seal" programs which, through uniform national training curriculums and basic minimum standards and qualifications, guarantee uniformity within a trade and facilitate journeyman mobility.

The construction industry is comprised of hundreds of small to medium corporate entities, most of which are individually or family owned enterprises. Notwithstanding an employer's ability to recover most of the training costs and part of each employee's wages under the Skilled Shortages program, the high cost associated with initiating the training program, coupled with the additional time required for its administration, would make it prohibitively difficult for many of these employers to participate in apprenticeship training. As a result, the Skill Shortages program would tend to eliminate employment opportunities rather than create them.

An area of the federal government's proposal which has caused us great concern is the desired implementation of an Employment Equity program. We agree, in principle, that there is a need to increase the opportunities for special needs groups to participate in all of society and, more specifically, to have greater access to areas of employment. However, the method of providing these opportunities must be chosen with due regard for all the

parties involved and the relevant factors.

According to the federal government, the "special needs groups" at which the Employment Equity program is aimed are comprised of women, native, physically disabled persons, and visible minorities. It is our understanding that the federal government wishes to bring about representation of these special needs groups in Apprenticeship Training equal to their proportion of the population of Manitoba.

First and foremost it should be stated that employers in the construction industry have one criterion upon which the hiring of journeymen, or the hiring of apprentices is based - that being whether or not the individual has the physical and mental/technical ability to perform any and all of the duties of that particular trade that he/she may be required to perform. It would be naive to suggest that all employers perform their hiring without personal bias entering into the situation. However, the fact remains that the construction industry, by its very nature, requires its participants to have and maintain a certain level of physical and mental fitness. Beyond these requirements, employers basically ignore factors such as race, color and sex.

Our information is that in the province of Manitoba at the current time, women represent approximately fifty per cent of the total population, but only represent two per cent of the total number of participants in Apprenticeship Training. We can not speak for the other industries which participate and benefit from the apprenticeship programs, but for the

construction industry we believe that this figure is probably accurate.

We acknowledge that statistically women are under-represented in the building trades portion of the construction industry. However, to aver that this imbalance is solely due to gender is an over-simplification. Many occupations or trade related work in the construction industry require a certain level of physical attributes to perform onerous tasks. Those engaged for this type of work are selected on the basis of possessing such required physical capabilities and not because of their gender, with the only caveat being that they can perform the technical duties of their trade. The construction industry is highly competitive and labour intensive, and its employers can ill-afford to base personnel selection on the basis of gender. In many cases, it is the physical requirements which preclude people of either gender from pursuing a construction trade occupation.

Another factor which is largely responsible for the underrepresentation of women in the construction industry, according to our experience, is that women have not, to any significant extent, applied for positions or attempted to enter the related occupations via the available apprenticeship programs. This would indicate that there is either lack of interest, or an unwillingness by women to participate in construction related jobs.

With respect to visible minorities, the province does not collect data on the representation of this special group in Apprenticeship Training. As was

previously indicated, ethnic origin or colour does not play a role in our members' hiring procedures. According to government statistics, visible minorities make up four percent of the total population of Manitoba. If data were collected, it would likely indicate that there is close to proportional representation of this group in the apprenticeship programs.

Far from being underrepresented in Apprenticeship Training, Native participation in apprenticeship programs is approximately three times as much as its actual proportion of the total population. According to provincial government figures, Native participation in apprenticeship programs is thirty-two percent, while the Native population is ten percent of the total provincial population. We would not advocate reductions in the Apprenticeship Training in this group, however if this level is maintained, the federal government will be expected to create measures which would guarantee other groups not becoming disadvantaged due to this over-representation.

Data is not collected for the physically disabled who make up nine percent of the total population. Needless to say, the level of participation of physically disabled persons in the construction industry is far less than the proportion of this group in the overall population. The nature of the industry is such that only in rare instances could construction sites accommodate any of the persons listed in the government's definition of a physically disabled person:

"an individual who has a substantial physical disability, infirmity, malformation or disfigurement that is caused by

bodily injury, birth defects, or illness and includes a person who has epilepsy, paralysis, amputation, lack of coordination, blindness or visual impediment, muteness or speech impediment or physical reliance on a seeing eye dog or on a wheel chair or other remedial appliance or device; or a person whose learning or comprehension capacities is significantly less than normally expected from a person of his/her age and experience, but who is capable of performing some tasks in a reliable manner under reasonable supervision."

The changes to a job site which would be required to make it accessible to a physically disabled person (as defined above) would be prohibitively expensive when coupled with the additional supervisory costs. As well, it is doubtful that many of construction - related occupations could be performed by a physically disabled person. There are also safety considerations regarding the employment of physically disabled persons on construction job sites. Construction sites are always potentially dangerous areas, and it would appear that a physically disabled person could pose a threat not only to himself, but also to other workers with whom he/she would be working.

To be fair, there may be some area where the construction industry could employ physically disabled persons. Areas such as administration, engineering, etc. are examples of where positions could be found for these people. We believe, however, that it would not be possible to have persons with major physical disabilities employed in a safe and economical manner on

job sites. Physical and economic limitations must be taken into consideration when attempting to provide members of this special need group with employment opportunities. This is not to say that the construction industry does not employ individuals with physical disabilities. On the contrary, the industry has a commendable history of employing disabled persons. In cases where the disability was brought about during an individual's employment in the trade, the industry, generally speaking, feels it has an obligation to continue to employ such persons, subject to confirmation by a medical Doctor of such person being fit to return to work.

There is no doubt that the individual programs under the Canadian Jobs Strategy will be effective in dealing with the situations and problems for which they were specifically designed. However, since none of these programs address or even relate to apprentices and apprenticeship training, operation of the Apprenticeship Training Program under the Canadian Jobs Strategy is not an acceptable alternative.

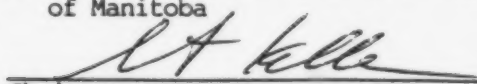
The CJS poses a number of problems with respect to training, not the least of which is the fear that the funding of employment development could become subject to bureaucratic decisions (more than now), politics, and regional/geographic considerations. Also, the CJS would be an administrative nightmare for employers - so much so that small employers such as those in our industry may discontinue their participation in the apprenticeship programs. The excessive training and administrative costs would act as a disincentive to hiring and training apprentices.

It is our firm conviction that the available CJS programs should act to supplement the existing Apprenticeship Training Program, and not replace it. As shown, training in our industry must continue to be done on an ongoing basis. As well, we urge the provincial and federal governments to move towards establishing more "Red Seal" Programs to unify and standardize the apprenticeship programs. The CJS proposal is, we believe, a step in the wrong direction. By establishing uniform training programs we can ensure basic standards on a national scale. Workers will benefit by having the flexibility and mobility necessary to seek employment anywhere in the country. Employers will benefit by having a guaranteed supply of competent skilled labour. And, the nation will benefit from the cooperative efforts of employers, workers and government by being assured of quality workmanship.

We are strongly opposed to any legislation which would require our members to employ certain groups on a "quota" basis. Proportional representation in the labour force of every industry of all the various groups in society is not practical. We agree that changes must be made to provide better and more employment opportunities for specific disadvantaged groups. However, the answer to the problem is not legislation, but rather education. Employers and society in general need to be informed of the current employment (and training) inequities, and of the possibilities for change. Legislation imposing restrictions and proscriptions on hiring practices will not achieve the desired goal. It will only exacerbate the problems we are currently encountering.

Respectfully submitted by

Construction Labour Relations Association
of Manitoba


Chairman





MASMAHC

**MANITOBA ASSOCIATION OF SHEET METAL & AIR HANDLING CONTRACTORS
(SMACNA-MANITOBA)**

101 RILEY CRESCENT, WINNIPEG, MANITOBA R3T 0J5 • TELEPHONE (204) 453-0156

October 24, 1986

Mrs. Mary Eady,
Deputy Minister of Labour,
Province of Manitoba,
Winnipeg, Manitoba, R3C 0V8.

Dear Mrs. Eady:

Re: Proposed Canadian Job Strategy.

Members of our association attended a meeting of our Provincial Sheet Metal Trade Advisory Committee on October 2nd and learned about the C.J.S. program for the first time.

The information received at the meeting, and from material given to us at the meeting, caused a great deal of concern to Sheet Metal contractors. In general we strongly feel that the C.J.S. program is an acceptable supplement to the existing Apprenticeship program but in no way is it a substitute for the Apprenticeship program, because:

- a) "Training will be tailored to individual needs and local economic conditions." "Employers and the participants decide on the nature and type of training."

In any one province it is conceivable that under C.J.S. a multitude of training programs (All different) for any specific trade could be established and uniform training standards as they now exist would become history.

- b) There would not be any supervisory body to certify standards of competence. ie: whether a trainee is a 1st, 2nd, 3rd, 4th year apprentice or a qualified journeyman.
- c) No basic standard of competence would exist in the province or between provinces.
- d) The funding of the training programs would be subject to bureaucratic decisions, politics, and geographic location.
- e) The elimination of the Apprenticeship program raises very serious concern about where the trades will be able to obtain journeymen in the future.
- f) It is also questionable if the C.J.S. program, which is designed to give priority to special need groups would attract sufficient people to the Construction industry.

cont'd-2





**MANITOBA ASSOCIATION OF SHEET METAL & AIR HANDLING CONTRACTORS
(SMACNA-MANITOBA)**

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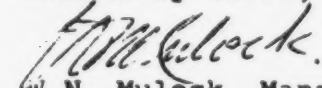
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Mrs. Eady.

Please accept this letter as our strong view in favour of continuing, or modifying, the existing apprenticeship program and the emphatic request that the existing Trade Advisory Committee be activated on a regular basis.

Our committee did not meet for two years during which time we could have been considering the C.J.S. program. Our counterparts in Calgary received the C.J.S. proposal in May 1986 at which time a public meeting was planned for this fall.

Sincerely Yours,


W.N. Mulock, Manager.



MANITOBA HYDRO

BOX 815 * WINNIPEG, MANITOBA R3C 2P4

1987 02 03

Terry Masse
Planning and Research Analyst
409 - 401 York Avenue
Winnipeg, MB
R3L 0P8

Dear Ms. Masse:

Here are the responses to the questions you forwarded in December of last year.

Please call me if you need clarification on any points.

Yours truly,

D.T. Kostiuk
Training Supervisor
Placement & Development Dept.

DTK/mr/HRT62
Encl.

APPRENTICESHIP TRAINING STUDY
CANADIAN JOB STRATEGY

THE MAIN ISSUE (QUESTIONS FOR DISCUSSION)

1. From this brief explanation of the Canadian Job Strategy, what problems would you anticipate if apprenticeship training were to operate under this program?

The present Canadian Job Strategy program is very cumbersome. If the apprenticeship program were to operate under this program, administrative costs to industry would increase significantly with the net result that we would probably return to running our own programs.

2. Do you think that the federal government could accurately predict skill shortages far enough in advance to provide sufficient qualified tradespersons for your industry?

Not enough data available to answer this question with any certainty. Manitoba Hydro, however prepares its own manpower forecasts with relative success.

3. If funding for training is only available for the special needs groups (women, natives, physically disabled and visible minorities), what impact would it have on your industry?

The loss of funding will cost industry more but because of our continuing need we would continue with training.

4. Could changes be made to the Apprenticeship Training Programs to make them fit into the Canadian Job Strategy? What would be the consequences of these changes?

Yes. The present system under CJS is encumbered with a great deal of bureaucracy. The consequences of these changes would probably be that administrative costs would outweigh training dollars returned to industry and we would probably return to running our own training programs.

5. What recommendations should we make to the federal government about the relationship between apprenticeship training and the Canadian Job Strategy?

Set some simple guidelines.

ISSUE 2 (QUESTIONS FOR DISCUSSION)

1. What are the real costs of training apprentices for:
- Employers?
 - Apprentices?

For Manitoba Hydro (Employer)

COMPENSATION AND BENEFITS TO APPRENTICE TRAINEE

It is the intent of the Corporation to provide compensation and benefits to an apprentice trainee as follows:

- A. An amount which, when combined with Employment and Immigration Canada Training allowance, will ensure the maintenance of his/her normal take home pay based on regular basic wages; (Biweekly salaries range from 734.25 to 1001.25)
- B. A living away from home or commuting allowance for each day of attendance at school as follows, less any living away from home or commuting allowance the trainee may be eligible for, from Employment and Immigration Canada:
- * i) Zone II - the effective per diem room rate plus the effective per diem lunch rate for each day the trainee is required to and attends school; (the Zone II daily allowance is 15.35)
 - ** ii) Zone III - the effective per diem meal rate as follows: (the Zone III daily allowance is 19.55)
 - a) where subsidized room and board is available - on a 5 days per week basis for each week of attendance at school;
 - b) where subsidized room and board is not available - on a 7 days per week basis for each week of attendance at school.

NOTE: See Article 23 of the I.B.E.W. Union Agreement for definition of Zone II and Zone III.

- C. Northern Allowance, if applicable;
- D. Maintenance and accrual of benefits except for travelling time, leave of absence and transportation expenses associated with Headquarter Zone transfers or rollover leaves.

NOTE: Failure to attend school daily without justification or permission may result in reduction of compensation and benefits provided.

For Manitoba Hydro (Power Electrician Apprentice)

Zone II

A Zone II apprentice may lose as much as 4.20 daily plus accommodations under special situations.

Zone III

A Zone III apprentice may lose as much as 9.00 daily plus accommodation and weekend transportation allowances.

2. Is the current way that training is funded fair and equitable for the federal and provincial governments as well as for employers and apprentices?

The treatment is fair and equitable.

3. Do the benefits of training an apprentice outweigh the costs of training to an employer?

Yes, even though costs may increase, it still pays to train.

4. If the federal government were to change the funding arrangements for Apprenticeship Training:

- What impact would it have on your industry? Would your industry still be able to train enough qualified tradespersons?

We will have to wait and see what the impact might be. We do not know exactly what the loss of funding will mean to us, but the cost will certainly rise and alternatives will have to be considered. We will continue to meet our manpower needs by training qualified tradespersons.

- Could employers provide more financial support for training apprentices?

There may be employers who will be unable to train without financial support. However, we could, can and have provided more financial support for training apprentices.

- Are there any alternate methods for funding apprenticeship training?

Perhaps we should be looking at how countries that have been running successful apprenticeship training for years are approaching the funding problem and adapting those methods to our particular needs.

ISSUE 3 (QUESTIONS FOR DISCUSSION)

1. What prevents special needs groups from getting into the Apprenticeship Training Program?

There are two primary barriers i.e., lack of a formal education and employment opportunities. There are a host of specific physical handicaps which fall under Bona Fide Occupational Qualifications.

2. What prevents special needs groups from completing the Apprenticeship Training Program?

Students have too many courses to choose from in high school. Many unfortunately graduate from the system with an education which doesn't meet the needs of the workplace. The individual is often confronted with academic hardships. There is in most cases, a direct relationship between hardship or failure and the individuals educational background which in most cases is inadequate.

3. What specific needs of these groups must be addressed in order to help them complete the Program?

There is a strong need for academic upgrading programs as well as work experience programs to familiarize participants with the needs of the workplace.

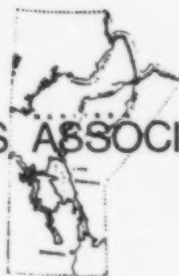
How much would these measures cost and who should pay for them?

These measures have a fairly large price tag in terms of facilities, staff and cost of living for participants. These costs could be on a shared basis between the Federal and Provincial Governments as well as industry.

4. Are there any changes that we could make to the Apprenticeship Training Program to increase the participation of special needs groups? What would they be?

Yes. The action needed: 1) is to make high schools aware of industries' needs in terms of quality graduates; 2) add the upgrading as part of Apprenticeship training to allow a broader spectrum of participation from the special needs groups.

MECHANICAL CONTRACTORS ASSOCIATION OF MANITOBA INC.



December 16, 1986

Mary Eady
Deputy Minister of Labour
349 Legislative Building
450 Broadway
Winnipeg, Manitoba
R3C 0V8

Dear Mrs. Eady:

On behalf of our association I wish to thank you for extending to me the opportunity to attend the recent meeting at the Legislative Building where the topic of Canadian Job strategy and Apprenticeship Training was explored.

We have been informed that Federal Funding for apprenticeship training in Manitoba will be cut approximately 39% or about 3.7 million dollars. This will have a serious affect on the colleges that provide apprenticeship training. However Federal Government officials at this time claim there is no anticipated budget cuts in apprenticeship training. Be that as it may it would be prudent to make an attempt to pare the costs of apprenticeship training where possible.

Our association has some serious concerns that we feel must be addressed. Because the thrust of future federal funding for apprenticeship training seems to be towards assisting the disadvantaged, minority groups, natives, women and those people aged from 18 to 24, the apprenticeship training system for our industry seems to be in jeopardy. If this assumption is correct we must look at some means to supplement the anticipated reduction of funding by the Federal Government, how can this be done?

The first question is, will the Manitoba Government pick up the slack? Given the state of the Manitoba Government's present deficit position this is not likely. Is the Federal Government thinking along the lines that the employers should bear more of the costs of training their apprentices? What will happen to the Red River Community College and other training facilities should the Federal Government drastically reduce funding? Curtailing their operation would have an adverse impact on apprenticeship training in Manitoba.

To make up for the anticipated loss of federal funding for apprenticeship training we make the following proposals.

- 1/ In our trade at least, eliminate the pre-apprenticeship employment training plan. It is our view this is not a necessary part of apprenticeship training. It is a ten month course of instruction that, while it takes the person off the street, it is also expensive. The costs of funding this program could be eliminated or redirected to training those apprentices who are employed.



A chap taking this pre-employment course sometimes is paid to take the course. After he has completed it he hopes to gain employment in the trade he has chosen. Unfortunately he will often opt out of the course part way through and the time and money spent on him is wasted. Instances are known where some people have taken pre-employment courses several years in a row at government expense. They use the knowledge they gain for their own interests and never satisfactorily complete any course of training and they never become fully qualified journeymen at any trade.

- 2/ If federal funding should be reduced, and the present high quality of training is to be maintained, some means of replacing the lost funding must be found. One consideration would be to assess every employer and employee a fixed number of cents per man hour worked that would be paid into a Manitoba Government supervised fund that could only be used for apprenticeship training. This few cents per hour would be deducted by the employer from the employee and remitted by the employer with his own matching contribution much like the Unemployment Insurance is handled. This would be only a minor increase to the employer's labour costs. The cost to the employee would be miniscule compared to the costs incurred by students attending university and who must pay their own tuition, books, living and transportation costs etc. while attending a university or college for at least four years before they graduate with a degree.

We see no reason why an apprentice at the trade should not contribute to his own training costs which increase his earning ability. He is working and earning money when the university student is studying and has no income and bears his own costs. The apprentice once he becomes a fully trained journeyman in our trade earns a handsome living and should expect to contribute something to the industry that gave him this opportunity to do so.

The employer should also feel an obligation to contribute in the same manner to ensure that he will always have an adequate labour force of trained apprentices and journeymen. Neither the employer or the apprentice should be entitled to a free ride if federal funding is reduced or stops entirely.

We are very concerned that if as anticipated, federal funding is reduced and training of apprentices is left entirely to the provinces, that such training will become haphazard and the quality of such training will depend upon the amount of money the individual province is prepared to spend on training. The Federal Government is pushing for a National Building Code to be permanently established across Canada.

If the Government of Canada is seriously interested in having a National Building Code, and a National Plumbing Code as well as a National Gas Code in force across Canada, it must follow that apprentices must be adequately trained in these trades in each province to the same standards so that the tradesman, no matter where he is trained, will be fully qualified to work at his trade anywhere in Canada.

At present a plumber apprentice in Manitoba after he has completed his five years of apprenticeship and has successfully passed every level of instruction is entitled to sit and write for his journeyman plumber's ticket. At the same time he can also write for his Red Seal ticket. If he passes that examination and obtains his Red Seal ticket, he is qualified to work as a plumber in any province in Canada. This is quite an incentive to a young plumber. It encourages the tradesman to be more mobile and look for work in other provinces when there is high unemployment where he lives. We fully support this approach.

No one can predict with any degree of certainty, the future requirements for skilled journeymen and apprentices in the building trades in any province in Canada, for any specific period of time. There is no more cyclic industry than the construction industry. When construction is booming in one province a labour shortage occurs. Ontario today is an example. When business is flat and construction stops there is a flood of tradesmen available to work, example Alberta. No one can predict the attempts of the Federal Government to stimulate the economy in any part of Canada. Nor can one predict the decisions of the Federal Government in awarding huge contracts which will have an affect upon the area awarded. Montreal is now looking for people overseas to work on the new CF 18 fighter contract that has been awarded to them. Winnipeg has the skilled people available to handle such a contract.

While statistics can give a general overview of possible requirements of tradesmen, changes in government policy etc make such statistics misleading. One thing is certain, attrition does take its toll of tradesmen and these people must be replaced. To some extent this would balance the over supply of tradesmen in difficult times, but what happens when there is an upsurge in construction?

In the piping trades the apprenticeship training period takes five years and it is a few years after that before a journeyman can be classed as a truly qualified tradesman in all phases of his work. Apprentices cannot be turned out on an assembly line. There must be some continuity. As contractors who give on the job instruction to apprentices we know that the apprentice must have further education in the classroom if he is to become a well trained journeyman. With so much new sophisticated technology in our industry which our apprentices cannot learn in the field, classroom learning is imperative.

The main concern of our association is that apprenticeship training must be on-going and it must be standardized throughout Canada so that the apprentice and journeyman can work anywhere in our country, confident he is capable of doing his job because the training he has received is standardized and enables him to do so. We also believe the instructors should continually keep abreast of new developments in the trade. They should spend time out in the field and on construction sites learning for themselves the latest products and methods of installation that make up the total mechanical installation of a building.

We have no quarrel with the Federal Government possible policy of trying to assist the disadvantaged, handicapped, minority groups etc, but that should be a separate issue and should not interfere with or detract from the present apprenticeship training programs in the construction industry.

Yours truly



Len Winder
Exec. Dir. MCAM

LW/em

cc: G. A. Stone, MCAM President
B. Holmes, MCA Canada President

THE MINING ASSOCIATION OF MANITOBA INC.

700 - 305 BROADWAY
WINNIPEG, MANITOBA R3C 3J7

TELEPHONE (204) 942-2788

January 14, 1987

Ms. M. Eady
Deputy Minister of Labour
Legislative Bldg.
Winnipeg, Man.
R3C 0V8

Dear Ms. Eady:-

Subsequent to the Apprenticeship Training Forum of November 17, 1986, I have had an opportunity to consult with our member companies with a view to preparing further comments on the issues which were raised in the forum:

Issue 1: The Relationship Between Apprenticeship
Training and the Canadian Job Strategy

- 1) The Canadian job strategy does not have a specific category for apprenticeships and the training proposed under that program is primarily directed at special needs and interest groups. The closest category would be the skill shortage program which, however, has definite restrictions in terms of length of assistance and the identification of qualifying trades.
- 2) There is no confidence that the Federal Government could accurately predict skill shortages far enough in advance so that industry would be provided with a sufficient number of qualified tradespersons. The matter of regional shortages further complicates the matter. The prime responsibility of governments, provincial and federal is to provide the training materials and facilities for the academic components of the training.
- 3) If funding was available only for special needs groups, a considerable cost burden will have to be assumed by alternative sources. The majority of apprentices in our industry are drawn from the current workforce. All applicants are treated equally and selection is based on various factors including previous experience, education and in-house evaluation.

- 4) It is difficult to visualize changes that could be made to the Apprenticeship program that would enable it to fit into the Canadian Job Strategy and still retain its effectiveness. It would be much more realistic to make suitable changes to the Canadian Job Strategy, possibly by adding a seventh category, Apprenticeship Training.
- 5) A recommendation to the Federal Government could include the suggestion in 4) (above). The Federal Government should retain the system whereby all apprenticeships qualify for financial assistance and the system should be equitable for all regions of the country.

Issue 2: To Analyze the Costs Associated with Apprenticeship Training and How These Costs are to be Shared Among Both Levels of Government, Employers and Apprenticeships.

- 1) The results of an attempt to identify the internal costs of our member companies is set out in Appendix A.

Under the present system, the Apprentice is not exposed to excessive personal costs in the course of his training. This is due to a number of factors:

- a) Books and tuition paid by Canada Manpower.
 - b) Maintenance paid by Canada Manpower (\$40/wk).
 - c) Initial return transportation paid by Canada Manpower.
 - d) Assistance for first two weeks of schooling (varies with number of dependents).
 - e) Balance of schooling assisted by UIC.
 - f) Most member companies pay a representative number of hours per week at the apprentice's regularly hourly rate while in attendance at school.
- 2) Any change in Federal government funding would have a significant impact on industry, and if costs to either the Apprentice or the Employer become too onerous, a shortage of tradesmen could result.

Ms. M. Eady
Page 3
January 14, 1987

Issue 3: To Identify Methods to Bring About Employment
Equality by Increasing Access to Apprenticeship
Training for Women, Natives, the Physically
Disabled and Visible Minorities.

- 1) Within our member companies, all employees qualify to apply for apprenticeship programs when a notice is posted. The application by an employee who could be classified as a Special Needs person is treated the same as all others. An apprenticeship is seldom offered to a person who is not on the payroll.
- 2) All candidates are treated equally in the assessment process and some companies invite Union participation. In cases where experience, education etc. are virtually equal, seniority becomes the deciding criteria.
- 3) Special Needs persons may require educational upgrading although this requirement may be necessary for any applicant. In all likelihood, special needs groups could share many of the training facilities and much of the infrastructure with the traditional apprentices.
- 4) Apprenticeship Training Programs are determined by government-sponsored tripartite committees and they are periodically revised to reflect technological change. This system has resulted in high quality programs and competent tradesmen and should be retained.

I trust that this information will be of assistance to you.

Sincerely,



W.K. Newman
Manager

WKN/wf
Att.

c.c. M.A.M.I. Directors

APPENDIX A

APPRENTICESHIP COST ANALYSIS

MECHANICAL APPRENTICE COMPANY COSTS - 3 YEAR APPRENTICESHIP

<u>YEAR 1</u>	- 2080 hrs. less 400 hrs. (school) = 1680 hrs.	
	Rate 1 - 6 mos. plus fringe benefits - \$14.24	
	Rate 7 -12 mos. plus fringe benefits - \$14.96	
	1680 hrs. + 2 x \$14.24 =	\$ 11,961.60
	1680 hrs. + 2 x \$14.96 =	<u>12,566.40</u>
	75% non-productive	\$ 24,528.00
		\$ 18,396.00
	School Call 250 hrs. @ \$14.96	3,740.00
	Benefits for 10 weeks of schooling @ \$30/mo.	60.00
<u>YEAR 2</u>	- 2080 hrs. less 400 hrs. (school) = 1680 hrs.	
	Rate 13-18 mos. plus fringe benefits - \$15.91	
	Rate 19-24 mos. plus fringe benefits - \$16.63	
	1680 hrs. + 2 x \$15.91 =	\$ 13,364.40
	1680 hrs. + 2 x \$16.63 =	<u>13,969.20</u>
	50% non-productive	\$ 27,333.60
		\$ 13,666.80
	School Call 250 hrs. @ \$16.63	4,157.50
	Benefits for 10 weeks of schooling @ \$30/mo.	60.00
<u>YEAR 3</u>	2080 hrs. less 400 hrs. (school) = 1680 hrs.	
	Rate 25-30 mos. plus fringe benefits - \$17.11	
	Rate 31-36 mos. plus fringe benefits - \$17.58	
	1680 hrs. + 2 x \$17.11 =	\$ 14,372.40
	1680 hrs. + 2 x \$17.58 =	<u>14,767.20</u>
	25% non-productive	\$ 29,139.60
		\$ 7,284.90
	School call 250 hrs. @ \$17.58	4,395.00
	Benefits for 10 weeks of schooling @ \$30/mo.	60.00
	Apprentice registration	10.00
	Graduation bonus	100.00
	One Year Journeyman Bonus	<u>1,000.00</u>
	Total Cost Taking Non-Production % into account -	<u>\$ 52,930.20</u>
	Total Cost NOT taking non-production % into account -	<u>\$ 94,583.70</u>

INDUSTRIAL ELECTRICAL APPRENTICE COMPANY COSTS - 4 YEAR APPRENTICESHIP

YEAR 1 - 2080 hrs. less 400 hrs. (school) = 1680 hrs.
Rate 1 - 6 mos. plus fringe benefits = \$14.24
Rate 7 -12 mos. plus fringe benefits = \$14.72
1680 hrs. + 2 x \$14.24 = \$ 11,961.60
1680 hrs. + 2 x \$14.72 = 12,364.80
80% non-productive \$ 24,326.40 \$ 19,461.12
School call 250 hrs. @ \$14.72 3,680.00
Benefits for 10 weeks of schooling @ \$30/mo. 60.00

YEAR 2 - 2080 hrs. less 320 hrs. (school) = 1760 hrs.
Rate 13-18 mos. plus fringe benefits = \$15.20
Rate 19-24 mos. plus fringe benefits = \$15.67
1760 hrs. + 2 x \$15.20 = \$ 13,376.00
1760 hrs. + 2 x \$15.67 = 13,789.60
60% non-productive \$ 27,165.60 \$ 16,299.36
School call 200 hrs. @ \$15.67 3,134.00
Benefits for 8 weeks of schooling @ \$30/mo. 60.00

YEAR 3 - 2080 hrs. less 320 hrs. (school) = 1760 hrs.
Rate 25-30 mos. plus fringe benefits = \$16.15
Rate 31-36 mos. plus fringe benefits = \$16.87
1760 hrs. + 2 x \$16.15 = \$ 14,212.00
1760 hrs. + 2 x \$16.87 = 14,845.60
40% non-productive \$ 29,057.60 \$ 11,623.04
School Call 200 hrs. @ \$16.87 3,374.00
Benefits for 8 weeks of schooling @ \$30/mo. 60.00

INDUSTRIAL ELECTRICAL APPRENTICE COMPANY COSTS - 4 YEAR APPRENTICESHIP

<u>YEAR 4</u> - 2080 hrs. less 400 hrs. (school) = 1680 hrs.	
Rates 37-42 mos. plus fringe benefits = \$17.34	
Rates 43-48 mos. plus fringe benefits = \$17.82	
1680 hrs. + 2 x \$17.34 =	\$ 14,565.60
1680 hrs. + 2 x \$17.82 =	<u>14,968.80</u>
20% non-productive	\$ 29,534.40
	\$ 5,906.88
School call 250 hrs. @ \$17.82	4,455.00
Benefits for 10 weeks of schooling @ \$30/mo.	60.00
Apprentice Registration	10.00
Graduation bonus	100.00
One Year Journeyman Bonus	<u>1,000.00</u>
Total Cost taking non-production % into account	<u>\$ 69,283.40</u>
Total Cost NOT taking non-production % into account	<u>\$126,077.00</u>

PIPING INDUSTRY TRAINING COMMITTEE OF MANITOBA

January 19, 1987

Ms. Terry Mase
Planning & Research Analyst
409-401 York Avenue
Winnipeg, Manitoba
R3C 0P3

Dear Terry:

RE: MANITOBA APPRENTICESHIP TRAINING PROGRAM

I hope this letter is not too late, and I do apologize for not sending it sooner. At the Public Forum on Apprenticeship Training in Manitoba held Tuesday, November 18, 1986 in Room #255 of the Legislative Building, we heard what could happen to the established Apprenticeship Programs in the Province of Manitoba, should the Federal Government cut the current funding.

The Piping Industry Training Committee of Manitoba has some concerns on this type of cost cutting and what would happen to the Apprenticeship programs that have been established over the years.

At the public forum we were requested to give our thoughts on how the Canadian Job Strategy would effect the Apprenticeship program and the members we represent.

The following are some of our concerns, that have been discussed by the Piping Industry Training committee of Manitoba Trustees, (3-Management and 3-Union).

CANADIAN JOBS STRATEGY

We feel there would be problems if the Canadian Job Strategy were to operate the Apprenticeship programs, as it would eliminate a lot of persons from becoming indentured apprentices within the Industry. This would also cause a shortage of competent trades persons.

Should the private Industry be entrusted to train apprentices and be funded by Government funds, we could see a lot of people being hired for the money, train for a certain period of time, then laid off and more people hired for the same jobs and reasons. Should this take place you would have a lot of people running around looking for employment, that are half trained in who knows what.

cont'd ...2

34 HIGGINS AVENUE, WINNIPEG, MANITOBA R3B 0A5
TELEPHONE (area code 204) 947-1511

Jointly sponsored by Mechanical Contractors and Labour Representatives



We also feel that the Federal Government or anybody else for that matter cannot predict skill shortage far enough in advance to prevent skill shortages in any one trade. If the records were checked, you would find that this was tried in the early 1980's and it failed.

Should funding for training of special needs groups be the only funding available. We feel it would be reverse discrimination, but we do feel that there should be funding for this group so they can upgrade themselves so they could adapt and enter any apprenticeship program, if they so wished.

Our Committee feel that the present sharing of costs for training apprentices is satisfactory, for the present time.

Should the Federal Government cut the funding to Community Colleges, to the extent that indentured apprentices would not have a place to receive their inschool training. If this did happen, we feel that the Piping Industry Training Committee of Manitoba could train enough apprentices to keep our UNION CONTRACTORS with an adequate supply of competent Journeymen. We also feel that should the Community College funding be eliminated, it would set the established Apprenticeship Red Seal Program back twenty years.

Our Trustees do not wish this to happen, because we feel the way the apprenticeship programs are currently run are adequate.

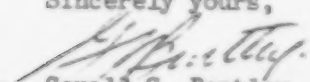
We also feel that the Provincial and Federal Governments should continue to fund these types of programs, as they have a responsibility to the public to ensure that there are qualified tradespersons to protect them from unsafe and unhealthy installations.

In our discussions on how there could be a reduction of costs to the Provincial and Federal Governments is the area of training. It was agreed that the pre-apprentice course for the Pipe Trades be eliminated as it is turning out far more people than there is jobs. We feel this training course is a complete waste of money.

However, we must re-iterate our position in that, we feel that the present system of funding and training is one of the best in the Country and should be continued for **INDENTURED APPRENTICES ONLY**, as once the apprentice is indentured to an employer they have made the commitment that they want to become a Tradesperson and should be entitled to attend inschool training as all the apprentices have done in the past.

Should you have any questions or require additional information, please feel free to contact me.

Sincerely yours,


Gerald S. Bentley
Training Co-ordinator

GSB/lf opeiu #342

cc: Mary Eady - Deputy Minister
George White - Director of Apprentices
Piping Industry Training Committee Trustees



**SOUTH WINNIPEG
TECHNICAL
CENTRE**

P.O. BOX 145
130 HENLOW BAY
FORT WHYTE, MANITOBA, CANADA
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(204) 488-2451

December 15, 1986

**MANITOBA LABOUR
RESEARCH & PLANNING**

DEC 18 1986

409 - 401 YORK AVENUE
WINNIPEG, MANITOBA R3C 0P8

Ms. Terry Masse
Planning and Research Analyst
Manitoba Labour
409 - 401 York Avenue
Winnipeg, Manitoba
R3C 0P8

Dear Ms. Masse:

Thank you for the presentation package on the Apprenticeship Training Study. We would be quite interested in a presentation in the new year and I will contact you regarding an appointment early in January.

While comments on the questions were not asked for, enclosed please find a few initial comments from staff on the 3 issues.

Thank you for the opportunity to participate.

Sincerely,

E.A. Ramsay
Director

EAR/df

Enclosure

QUESTIONS FOR DISCUSSION RE

APPRENTICESHIP STUDY

A. The Main Issue

1. The problems are identified quite well on page 2. It could be beneficial to employee and employer if they could choose their location of training. This choice could in effect, force training institutions to provide relevant training in a committed way.
2. The prediction of the needs of skilled labour is a very difficult task. Governments tend to base their forecast on historical data. We would hope that the Local Advisory Committees, using Provincial and Federal Data would predict as well anybody. COPS appears to use out of date information and is still not very specific.
3. There are an adequate number of special needs clients who could adequately fill the needs of employers for apprentices. There are numerous cases where the apprentice is recruited from friends and family members rather than on skill, education or need.
4. Apprenticeship Training Programs do not fit neatly into the CJS. The Recruitment system could and should be changed to satisfy the CJS. The length of training could be altered to accomodate the need for longer training (if needed). In fact, federal reimbursement for on-the-job training could assist the program and employers' desire to participate. A change to day release - especially for apprentices close to institutions - could reduce training time and save costs.
4. Individualized training makes in-school training requirements relatively easy to schedule. (It would not be difficult to meet most requirements unless all apprentices wanted to attend over a short three or four month period.)
5. Based on the above it might be more appropriate to more closely align apprenticeship training with the CJS. There are some advantages as noted above:
 - improve recruitment equality
 - vary length of apprenticeship training
 - use day release more extensively
 - let employers choose training sites, it could be beneficial and get the employees more involved.

Issue B

1. Some of employers costs should be recoverable under the CJS.
2. As we understand, the level of funding from the province is minimal and should be reviewed. By fitting into the CJS it might be surprising how much money the Federal Government would contribute.
3. Yes
4. It might mean that only appropriate training was provided. Maybe we would not have overtrained so heavily in areas such as the construction trades.

Employers might be required to pay more and/or apprentices receive less.

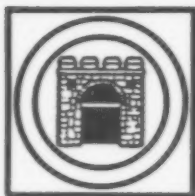
More efficiency in producing journeymen could reduce costs considerably.

Issue C.

1. Special needs groups are prevented by many hidden as well as obvious barriers. Employers are reluctant to take a chance without incentives.
2. They are prevented from completing by not getting an opportunity to start.
3. Candidates who have gone through a pre-employment course that involved work practicum should need a minimum of special help.

There should not be any significant costs.

4. The Apprenticeship Board has control of this by having to approve all apprenticeship arrangements. It could promote and put forward apprentices from a pool of special needs clients who had been prepared to enter a trade. Compulsory apprenticeship training could help the situation. The federal/provincial governments could provide wage subsidy if this was an issue.



WINNIPEG CONSTRUCTION ASSOCIATION

Mr. Peter Dubienski

87 06 12

The Honourable Leonard Evans
Minister of Employment Services
and Economic Security
Province of Manitoba
357 Legislative Building
Winnipeg, Manitoba
R3C 0V8

JUN 15 1987
FEDERAL INDUSTRIAL
PROGRAM COORDINATION UNIT

Sir:

RE: CANADIAN JOB STRATEGY

As I explained in our discussions with Curtis Nordman of your Department, we have some major concerns with respect to Canadian Job Strategy.

As you know there are 31 000 Manitobans involved in the construction industry in this province (of which 17 000 are employed by members of our Association). Of this number, approximately 77 percent are involved in the various trade sectors as journeymen, or apprentices. Their training has been provided through the very effective apprenticeship program monitored by the Department of Labour and provided by the community colleges of this province.

I do not say "effective" lightly. A national survey has shown that the graduates in apprenticeship from Red River Community College have a far higher success rate in obtaining employment than of all the other community colleges in Canada.

It has taken our industry 50 years to develop an effective apprenticeship program. We do not want to see it now deteriorated by any other proposed federal or provincial training programs.

The key to apprenticeship training in the construction industry is the fact that our companies do not employ individuals by the year, as is done in other industries. We employ by the job, which often means work time of six months or less for employees with each employer. As a result we do not have the opportunity to provide on-going apprenticeship training by negotiating that training between our employers and the community colleges. We need a college based apprenticeship program, with standards set by the various trade apprenticeship boards which involve government, unions, and management decisions in setting curriculum.

...2



In discussions we have had here in Manitoba with representatives of Employment and Immigration Canada, we were given the distinct impression that the CJS program was meant to replace apprenticeship training as it is currently known. However when we were in Ottawa talking to senior administrators in the same Department, we were told quite pointedly that it was never the Government of Canada's intention to replace apprenticeship with CJS.

At that point we were advised that the CJS program was meant to satisfy training needs for all of the various groups that are mentioned under the six sections of that program. We were also advised that the federal government views apprenticeship independently of CJS and, even if CJS had never been invented, the federal government would have changed the emphasis on purchasing seats in apprenticeship courses across Canada because it does not feel that it is getting good value for the money it spends through those programs.

We were advised that there appears to be evidence that in some community colleges there is a tendency to self-perpetuate apprenticeship programs even though some of them no longer meet the demands of the marketplace as a result of changing technology.

I must confess that some of my counterparts from other areas of Canada, particularly the Atlantic provinces, concur that some of the apprenticeship training, and the dollars spent on the training, need review. However in my research of apprenticeship training programs in western Canada, and my contacts with construction associations involved in those programs, I find the construction industry to be very satisfied with the types of programs and the skill levels being developed. In no instance did I find anywhere in the western provinces any agreement by any construction representatives that apprenticeship programs should be removed from provincial and community college jurisdictions, and none agreed that apprenticeship should be a matter of bargaining between employers and community colleges.

On the basis of the foregoing, I wish to outline briefly the position of our association in this matter.

- (A) The areas listed under the CJS program deal with a wide variety of training needs of individuals, and employers of the permanent factory-type industries where employment is permanent rather than seasonal or cyclical. None of these conditions match the unique operations of the construction industry.
- (B) The CJS program contains a strong potential for inefficient operations of community colleges by forcing short term decision making on items which require long term consideration such as the curriculum, the identification and obtaining of necessary equipment, and the development of a sufficiently large group of trainees to continue throughout the length of course necessary to achieve journeyman status.



None of these can be achieved by employers deciding that six months hence they will need one or two apprentices at certain levels of skills.

- (C) The CJS program, in our opinion, indicates increased costs to employers for training. As Manitoba is not a head-office province and most of our provincial construction firms are medium to small, the added costs will discourage them from continuing to be involved in the training process. They will simply attempt to hire individuals who are already trained and working for other companies; or bring them in from other provinces. This will defeat the whole aspect of continuing to have available in the industry sufficient numbers of apprentices at all levels of skills.

- (D) As most firms are small, and need small numbers of specific skills for short periods of time, it is unlikely that most of them would have enough candidates to fill a class to make college training worthwhile. One government of Canada official suggested that our association should coordinate the various construction companies in order to obtain enough candidates to fill classes. We point out that our industry is a highly diversified one, and general contractors requiring carpenters do not necessarily require the same skill areas. Someone who specializes in renovations does not require an apprentice to have skills similar to those used on large commercial buildings. Contractors working on large buildings will not require to have, for example, experience in cantilever forming, which is required by contractors working on hydro dams and generating stations.

The present system of training all apprentices in all the necessary skills by the time they are journeymen, is far superior.

- (E) There is no way of telling, under CJS system, what skills an employee has when applying for work. Employers will not train employees at skill levels beyond what is required for that company. When an employee states that he is, for example, a fourth year apprentice in the electrical field, the employer has no way of knowing, under the CJS system, what the background training has been. Under the current apprenticeship system, the employer understands exactly what skills and knowledge have been taught in the four years of apprenticeship to every individual who applies for work.

- (F) Continual on-going training, together with adequate class time, is mandatory for apprenticeship programs and development of journeymen. As we have seen from limited licenses ten-month courses, it is simply not possible for employees to learn the required skills to perform adequately in the industry when there is a demand for apprentices and journeymen. Again the temporary nature of employment in construction strongly mitigates against individual employer-community college course development.



SUMMARY

Obviously the CJS program will not work in the construction industry; and it is doubtful it will work successfully in most industries which are involved in forms of apprenticeship training.

Aside from the CJS program, the attitude of the federal government toward reducing funding of apprenticeship across Canada, on the basis that some programs in some community colleges are not providing full value, must be vigorously opposed. In those areas where there is evidence that the programs provided do develop necessary skills for industries where skill shortages exist; and where those programs are effectively administered, the federal government should continue to support them in the traditional manner.

If there are problem areas with some colleges then the government, as a funder of those courses, should deal directly with those provinces and community colleges to ensure that the programs are upgraded to provide the necessary skills, and to target the areas where skills are required.

We urge your Government, in its negotiations with the Government of Canada, to place before the negotiating groups the concerns of our industry, and the records of success of Red River Community College and other Manitoba community colleges meeting the needs of industry in apprenticeship in this province.

Sincerely,

A handwritten signature in dark ink, appearing to read 'Gervin L. Greasley'.

Gervin L. Greasley, CAE
Executive Vice-President

GLG/ljs